

# COMPREHENSIVE EMERGENCY MANAGEMENT PLAN (CEMP)

## MILWAUKEE COUNTY



November 2013

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# **Comprehensive Emergency Management Plan (CEMP)**

*for the*

**Milwaukee County, Wisconsin**

**November 2013**

*by*

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Division of Emergency Management**

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*Developed under contract by*

**ERI International, Inc., Olympia, Washington.**

*Funding support provided by Department of Homeland Security and Wisconsin Office of Justice  
Assistance: Urban Area Security Initiative grant funded programs.*

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## HOW TO USE THIS DOCUMENT

Milwaukee County, Wisconsin has strategically structured this CEMP around its programs that protect the community. The Comprehensive Emergency Management Program includes performing mitigation/prevention, preparedness, response, and recovery activities. The CEMP major components include:

### **CEMP Basic Plan**

Provides a general overview and summary of the purpose, responsibilities, and operational concepts of the Comprehensive Emergency Management Program.

### **Annex I**

Addresses the emergency management mitigation/prevention phase.

### **Annex II**

Addresses the emergency management preparedness phase.

### **Annex III**

Guides the County's response to an emergency. The County engages its staff and manages specific emergency activities, such as response efforts involving transportation or hazardous materials, through the Emergency Support Functions (ESFs). All levels of government – federal, state and local – have adopted the ESF model. Under this model, the County has designated a primary department to coordinate certain emergency activities with other selected departments and the Emergency Operations Center staff. The CEMP also identifies other departments and partners outside County government that support the primary departments. The CEMP outlines the roles that the ESF primary and support departments have in emergency response. While basic response and the concept of operations will always remain the same, the ESFs activated will depend on the type and scope of the emergency.

### **Annex IV**

Addresses the recovery phase. Recovery Support Functions (RSFs) identify critical recovery activities that may need to be activated and performed to restore the community back to normal after an emergency. A primary County department is designated to coordinate the emergency support functions as a part of the Emergency Operations Center staff. Support departments and partners outside County government are also identified along with likely tasks to be performed. While the concept of operations should always remain the same, the RSFs activated will depend on the type and scope of the recovery efforts needed.

INSTRUCTIONS TO ALL MILWAUKEE COUNTY EMPLOYEES AND NON-GOVERNMENTAL ORGANIZATIONS:

*Please note, this plan refers to all County offices, agencies and departments universally as “departments.”*

1. Read the Basic Plan, Sections I through VI. Take special note of your department's general responsibilities contained within the **Basic Plan, Part IV, Responsibilities**.
2. Look at the **Primary/Support Matrix** found in **Annex III Response Functions—Emergency Support Functions (ESFs)**. Find the name of your department and look horizontally across all eighteen ESFs and note whether you have primary or supporting responsibilities.
3. Note that the primary and support departments are also listed in a table summary on the **second page of each ESF** (Annex III Response Functions— Emergency Support Functions). The state and federal agencies, which would provide additional assistance, if requested, are also shown.
4. It is imperative that your department establishes and maintains Standard Operating Procedures (SOPs) which support your obligations and responsibilities during all response scenarios. Utilize the defined responsibilities contained herein to begin mapping out your response.

Refer to the **Basic Plan Section III, Concept of Operations**, for additional information and guidance.

**Helpful Hint — make a list of your department’s responsibilities:**

- 1) See the Basic Plan, Part IV, Responsibilities ..... BP IV–1
- 2) See the Annex III Emergency Support Functions, Primary/Support Matrix ..... III–2

*This list will be the basis for developing internal tactical SOPs and personnel action guides.*



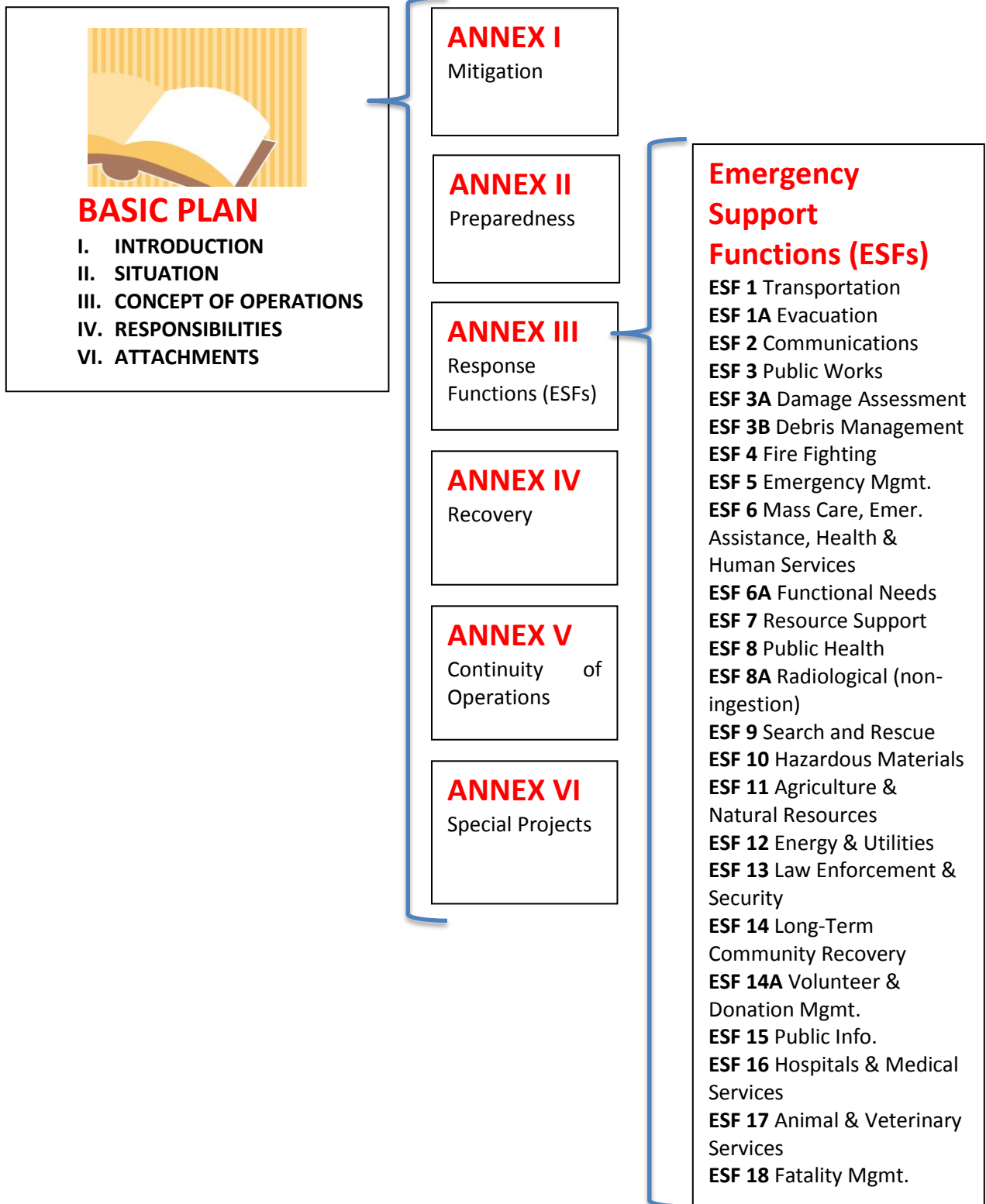
## Comprehensive Emergency Management Plan (CEMP)

# BASIC PLAN



***Milwaukee County Office of the Sheriff (MCSO)***  
***Division of Emergency Management***

## CEMP COMPONENT PARTS:



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**Comprehensive Emergency Management Plan CEMP**

**Basic Plan**

**I. INTRODUCTION**

**I. INTRODUCTION.**

**A. INTRODUCTION.**

1. This plan provides:
  - a. Guidance in mitigating, preparing for, responding to, and recovering from emergencies and disasters threatening life or property within Milwaukee County.
  - b. A framework that will guide organizational behavior (response) during emergency (ies) or disaster(s).
  - c. A framework of interagency and community-wide cooperation to enhance disaster mitigation, preparedness, response and recovery.
2. Each County department and participating agency is to become familiar with this plan to insure efficient and effective execution of emergency responsibilities. Each County department and participating agency must develop and maintain Standard Operating Procedures (SOPs). By being prepared we can better serve the citizens of Milwaukee County.
3. This is a strategic document that will continue to be evaluated, updated, and refined to meet our changing needs. County departments have contributed to this plan. Milwaukee County Office of the Sheriff (MCSO) Division of Emergency Management will continue to coordinate input and updates to this plan to meet state and federal planning requirements. County departments and agencies will be included in the emergency planning process.

**B. PURPOSE, SCOPE, ASSUMPTIONS.**

1. Purpose.
  - a. The MCSO Division of Emergency Management, in cooperation with County administration, County departments, municipalities and other members of the community and in an effort to maximize the efficiency and effectiveness of available resources, endeavors to mitigate, prepare for, respond to, and recover from natural and man-made disasters which threaten the lives, safety, or property of the citizens of Milwaukee County by:
    - (1) Identifying major natural and man-made hazards threats to life, property and/or the environment that are known or thought to exist.

- (2) Assigning emergency management responsibilities and tasks.
- (3) Describing predetermined actions (responsibilities, tasks) to be taken by County departments, municipalities and other cooperating organizations and institutions to eliminate or mitigate the effects of these threats and to respond effectively and recover from an emergency or disaster.
- (4) Providing for effective assignment and utilization of County employees.
- (5) Documenting the current capabilities and existing resources of County departments and other cooperating organizations and institutions which must be maintained to enable accomplishment of those predetermined actions.
- (6) Providing for the continuity of County government during and after an emergency or disaster.
- (7) Enhancing cooperation (mutual aid agreements and memorandums of understanding) and coordination with cooperating community agencies, neighboring jurisdictions, and county, state, and federal agencies.
- (8) Providing for a County emergency planning team comprised of representatives from all departments as identified and utilized through this plan development for: continuing review and revision of the plan; and, exercise planning and evaluation.

b. To provide guidance for:

- (1) Mitigation, preparedness, response and recovery policy and procedures.
- (2) Disaster and emergency responsibilities.
- (3) Training and public education activities.

c. This plan applies to all local officials, departments, and agencies. The primary audience for the document includes our chief elected official and other elected officials, the emergency management staff, department and agency heads and their senior staff members, leaders of local volunteer organizations that support emergency operations, and others who may participate in our mitigation, preparedness, response, and recovery efforts.

2. Scope.

- a. The Plan assigns specific functions to appropriate County agencies and organizations, as well as outlines methods to coordinate with the private sector and voluntary organizations.
- b. The Plan identifies the actions that the MCSO Division of Emergency Management will initiate, in coordination with municipal, state, and federal counterparts as appropriate, regardless of the magnitude of the disaster.

3. Assumptions.

- a. This plan is based upon the concepts that emergency functions for various groups involved in emergency management will generally parallel their normal day-to-day functions. To the extent possible, the same personnel and material resources will be employed in both cases. It is generally true, however, that a disaster is a situation in which the usual way of doing things no longer suffices. It is desirable, and always attempted, to maintain organizational continuity and to assign familiar tasks to personnel. Day-to-day functions that do not contribute directly to the emergency operation may be suspended for the duration of any emergency. Efforts that would normally be required of those functions will be redirected to accomplish the emergency task by the agency concerned. Assumptions include, but are not limited to:
  - (1) While it is likely that outside assistance would be available in most major disaster situations affecting the County, and while plans have been developed to facilitate coordination of this assistance, it is necessary for Milwaukee County to plan for and to be prepared to carry out disaster response and short-term recovery operations on an independent basis.
  - (2) A major emergency can exhaust the resources of a single jurisdiction or directly impact more than one jurisdiction. It may require resources from numerous agencies and levels of government.
  - (3) Incidents will be operated under the Incident or Unified Command System in accordance with the National Incident Management System or NIMS. In keeping with the nationwide strategy of the Integrated Emergency Management System (IEMS), this plan is concerned with all types of emergency situations that may develop. It also accounts for activities before, during, and after emergency operations. As per State guidance, this plan will be reviewed every year so appropriate changes can be made.

#### C. OBJECTIVES.

The objectives of the County's emergency management program are to protect public health and safety and preserve public and private property. During emergencies and disasters, Milwaukee County will endeavor to:

1. **Save Lives:** Save human lives; Treat the injured; Warn the public to avoid further casualties; Evacuate people from the effects of the emergency; Shelter and care for those evacuated; Save animals.
2. **Stabilize Incident:** Prevent and incident from getting worse by ensuring life safety and managing resources efficiently and cost effectively.
3. **Protect Property:** Save property from destruction; Take action to prevent further lose; Provide security for property, especially in evacuated areas; Prevent contamination to the environment.
4. **Restore the Community to Normal:** Restore essential utilities; Restore community infrastructure; Help restore economic basis of the community.

#### D. METHODOLOGY.

1. This plan was developed by a planning process coordinated by the MCSO Division of Emergency Management.
2. This plan is “approved and implemented” by the Milwaukee County Executive, the Board of Supervisors, and the MCSO Division of Emergency Management. See statement on the following page.
3. Departmental letters of acknowledgment regarding the planning process and the plan responsibilities are on file in the MCSO Division of Emergency Management office.
4. A distribution list containing department/agency names and the number of copies of the Comprehensive Emergency Management Plan (CEMP) that were issued is on file in the MCSO Division of Emergency Management office.
5. Plan maintenance and record of changes.
  - a. The MCSO Division of Emergency Management ensures that necessary changes and revisions to the plan are prepared, coordinated, published and distributed.
  - b. This plan will undergo revision whenever:
    - (1) It fails during an emergency.
    - (2) Exercises, drills reveal deficiencies or “shortfall(s).”
    - (3) County government structure changes.
    - (4) Community situations change.
    - (5) State requirements change.
    - (6) Any other condition occurs that causes conditions to change.
  - c. The MCSO Division of Emergency Management will maintain a list of individuals and organizations which have controlled copies of the plan. Only those with controlled copies will automatically be provided updates and revisions. Plan holders are expected to post and record these changes. Revised copies will be dated to show where changes have been made.

**E. RELATIONSHIP TO OTHER PLANS.**

1. The combined homeland security and emergency management authorities, policies, procedures, and resources of the County, regional and state partners, federal government, and other entities (e.g., voluntary disaster relief organization, the private sector) constitute an intergovernmental emergency response network for providing assistance following an emergency.
2. The CEMP may be implemented as the only response plan, or it may be used in conjunction with local partner operational plans developed under statutory authorities and/or Memoranda of Understanding (MOUs). It is also supported by tactical policies and procedures of County operational roles. However, the CEMP shall remain the official and primary plan to guide response and recovery activities for the MCSO Division of Emergency Management.
3. The structure of the CEMP is always in place and available for implementation. When a public emergency



occurs, the framework of the CEMP is used to facilitate response of one or more Emergency Support Functions (ESF) as dictated by the requirements of the incident. The EOC may be activated and staffed with a partial or full team at the direction of the EOC Manager. Individual ESF and support agencies may be employed in the response as needed to respond to the emergency situation.

4. Local CEMP and other Local, State or Federal Plans.
  - a. The CEMP may also be implemented concurrently with a number of local, state, federal and regional emergency operation plans without a state or Presidential Declaration. (See Figure 1: Relationship of the CEMP to other Plans, on the following page.) Regardless, the response would be in accordance with the local CEMP, and in accordance with the senior state or federal official for the applicable plan.
  - b. In certain circumstances, state and/or federal agencies have statutory responsibility and authority to respond directly to incidents without a formal request for assistance from the County. In all cases, however, those agencies should immediately establish contact with the Division of Emergency Management and the local incident commander to coordinate the response and/or recovery efforts.
5. Local CEMP and the National Response Framework (NRF).
  - a. The NRF is built upon the premise that incidents are typically managed at the lowest jurisdictional level. The CEMP was designed to be compatible with the NRF based on the planning assumption that for major incidents, it is likely the County Executive would declare a state of emergency, followed by a request for specific types of assistance from the Governor and/or President under the Stafford Act.

#### **F. STATEMENT OF LIMITATIONS.**

1. Not all emergency situations can be foreseen. The community emergency management system must be able to adapt rapidly to unique conditions. This may include multijurisdictional situations as well as simultaneous events.
2. The multijurisdictional and multidiscipline approach reflected in this Plan is a means of ensuring the best use of local response and recovery resources in time of community crisis. No attempt will be made in this document to specify all the possibilities and intricacies associated with every type of disaster that might conceivably develop.
3. Because the County Comprehensive Emergency Management Plan represents a corporate capability that is constantly altered by changes that occur in the law, public policy, organizations, program funding, systems, and the environment, it is impossible to create, maintain and promise the delivery of a perfect emergency management system.
4. County actions may also be constrained because hazards can create effects that may impair the availability and use of local government assets, along with other essential services provided by the private sector. The disaster response and relief activities of government may be limited by:

### Relationship of CEMP to other Plans & Operating Guides

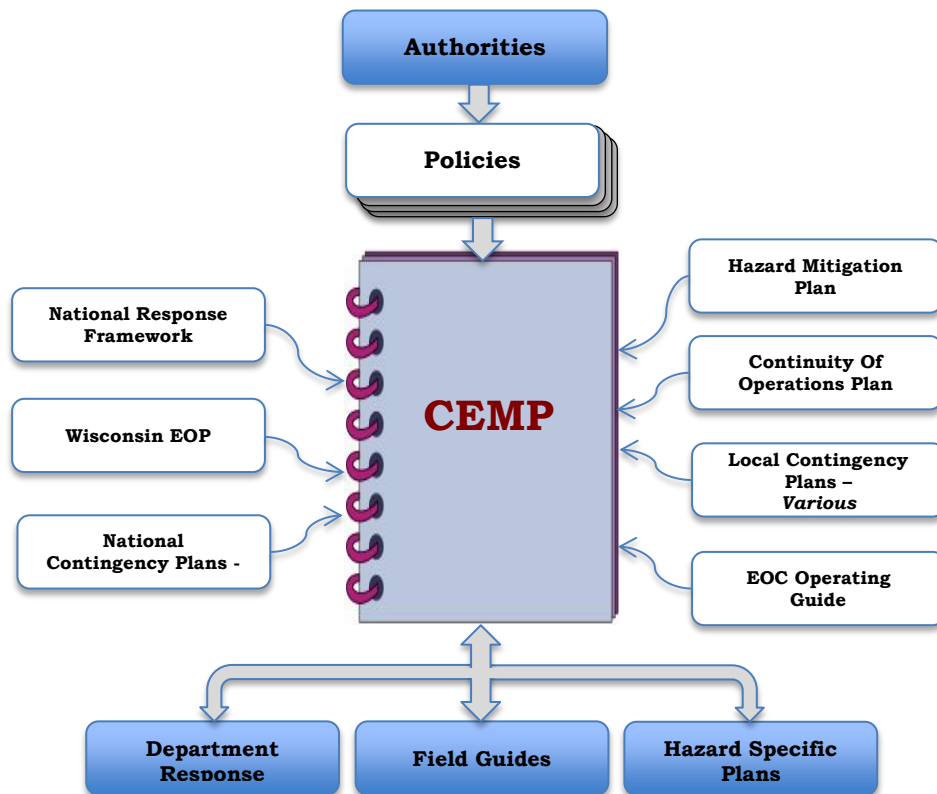


Figure 1: Relationship of the CEMP to other Plans

- a. An inability of the general citizenry to survive on their own for more than three days without additional supplies of water, food, shelter and medical supplies.
- b. A lack of law enforcement, fire, emergency medical services and public works and other response organizations due to damage to facilities, equipment and shortages of personnel.
- c. The shortage of critical drugs and medicines at medical facilities.
- d. The shortage of specialized response personnel and equipment needed to respond to a disaster.
- e. Damage to or overload of lifelines, such as roads, utilities and communication networks.
- f. The delay of arrival of outside assistance from either the state or federal level.
- g. The limited number of public safety responders in a rural environment.

6. Despite these potentially unavoidable limitations, the County will endeavor to make every reasonable effort within its capabilities to respond to the dangers and hardships imposed by emergency or disaster events, i.e., based on the situation, the information available, and the resources at hand.
7. This Plan is adopted to protect and preserve the public peace, health, safety, and welfare. Its provisions shall be liberally construed for the accomplishment of these purposes. Moreover, nothing contained in this Plan is intended to be nor shall be construed to create or form the basis for any liability on the part of the County or its officers, employees or agents, for any injury or damage resulting from failure of any public official or employee to comply with the provisions of this Plan, or by reason or in consequence of any act or omission in connection with the implementation or enforcement of this Plan on the part of the County by any of its officers, employees or agents.
8. The Plan is not intended to limit or restrict initiative, judgment, or independent action required to provide an appropriate and effective emergency and disaster response.
9. It is expressly the purpose of this Plan to provide for and promote the health, safety and welfare of the general public. It is not intended to create or otherwise establish or designate any particular class or group of persons who will or should be especially protected or benefited by its provisions.

**G. LEGAL BASIS.**

1. Wisconsin statutes provide local government, principally the chief elected official, with emergency powers to control emergency situations. If necessary, Milwaukee County shall use these powers during emergency situations (See Basic Plan Section VI "References and Authorities). These powers include:
  - a. When an emergency situation has caused severe damage, injury, or loss of life or it appears likely to do so, the County Executive and Board of Supervisors may proclaim that a state of emergency exists for the County and/or issue a disaster declaration for the County. The County Executive or their designee may subsequently issue orders or proclamations referencing that declaration to invoke certain emergency powers in order to cope with the disaster. These powers include:
    - (1) To administer the county government effectively to meet the needs of the disaster relief. This includes the power to authorize the transfer of funds from and to individual departments and agencies until such time as this can be assumed by the county board or the appropriate committees; serve as chief spokesman for the county and take all steps required to keep the public informed on protection and survival steps that may be needed; take all necessary steps to provide for the safekeeping of all county records and documents essential to the function of government; establish priorities in the procurement of supplies and services; control the resources of all county departments and utilize these resources to the most advantage in dealing with the emergency or recovery efforts; provide for the accounting of all emergency disbursements and review their need based on the priority of the operation; direct the resources of Milwaukee County anywhere within the State of Wisconsin to insure the well being of county residents; administer the relocation of county government and provide for its functional ability during an emergency; appoint and direct special task groups as required for emergency operations.

- (2) To assemble all department heads for the purpose of forming an advisory body to offer advice upon the need for and to supervise emergency services to the impacted area(s).
- (3) Seek mutual aid and to contract with other units of government for the use of manpower, specialized services, and equipment.
- (4) To contract on a cost basis with private industry, leasing companies or contractors for services, manpower and equipment.
- (5) To order all county employees to immediate active duty.
- (6) To order county departments to concentrate their manpower and equipment in a given area or areas.
- (7) To authorize any county owned or leased property to be made available as emergency shelters, food and water dispensing areas, hospitals, morgues, bases of operations and the like.
- (8) To order county employees and equipment to be utilized in the transportation of equipment, supplies, food, water, materials, messages and the like, from place to place to assist any governmental, American Red Cross or non governmental organizations (NGOs) operating within the county.
- (8) To suspend ordinary county services.
- (9) Order a curfew for the general public or any segment of the general public in all or any portion of the county.
- (10) To close any street, park or public facility within the county in conjunction with municipal chief elected officials.
- (11) To order the evacuation of citizens or take other protective actions deemed necessary Milwaukee County.
- (12) To request state disaster declarations and assistance from the Governor of the State of Wisconsin and the President of the United States, and other agencies, as appropriate.
- (13) To take all steps reasonably necessary to preserve the public health, safety and welfare and property of the citizens and residents of Milwaukee County.

- b. A local disaster declaration activates the recovery aspects of this plan. A local disaster declaration is required to obtain state and federal disaster recovery assistance.

**H. POLICIES.**

1. In order to protect lives and property and in cooperation with other elements of the community (e.g. business, volunteer sector, social organizations, etc.), it is the policy of Milwaukee County to strive to mitigate, prepare for, respond to and recover from all natural and man-caused emergencies and disasters.
2. Because of the nature of emergencies and disasters (causing damages, interruptions and shortfalls to County resources), it is the policy of Milwaukee County that citizens are encouraged to be self-sufficient for a minimum of 72 hours should an emergency or disaster occur.
3. Wisconsin Statute Section 323 delineates the responsibility of Milwaukee County government to protect life, property, and the environment. Local government has the primary responsibility for its own emergency management activities (CPG 1-20). When the emergency exceeds the local and County government's capability to respond, assistance will be requested from the State government. The federal government will provide assistance, via the state, when appropriate.

**Emergency Powers of Cities, Villages, and Towns §323.14(3) & (4)**

- (3) **DUTIES DURING AN EMERGENCY.** (a) If the governing body of a local unit of government declares an emergency under s.

**323.11** and intends to make use of volunteer health care practitioners, as specified in s. 257.03, the governing body or its agent shall, as soon as possible, notify the department of health services of this intent.

- (b) During a state of emergency declared by the governor, a local unit of government situated within the area to which the governor's executive order applies may employ personnel, facilities, and other resources consistent with the plan adopted under sub. (1) (a) 1. or (b) 1. to cope with the problems that resulted in the governor declaring the emergency. Nothing in this chapter prohibits local units of government from employing their personnel, facilities, and resources consistent with the plan adopted under sub. (1) (a) 1. or (b) 1. to cope with the problems of local disasters except where restrictions are imposed by federal regulations on property donated by the federal government.

- (4) **POWERS DURING AN EMERGENCY.** (a) The emergency power of the governing body conferred under s. 323.11 includes the general authority to order, by ordinance or resolution, whatever is necessary and expedient for the health, safety, protection, and welfare of persons and property within the local unit of government in the emergency and includes the power to bar, restrict, or remove all unnecessary traffic, both vehicular and pedestrian, from the highways, notwithstanding any provision of chs. 341 to 349.

- (b) If, because of the emergency conditions, the governing body of the local unit of government is unable to meet promptly, the chief executive officer or acting chief executive officer of any local unit of government shall exercise by proclamation all of the powers conferred upon the governing body under par. (a) or s. 323.11 that appear necessary and expedient. The proclamation shall be subject to ratification, alteration, modification, or repeal by the governing body as soon as that body can meet, but the subsequent action taken by the governing body shall not affect the prior validity of the proclamation.

**323.15** Heads of emergency management; duties and powers. (1) **ONGOING DUTIES.** (a) The head of emergency management for each local unit of government shall implement the plan adopted under s. 323.14 (1) (a) 1. or (b) 1., whichever is applicable, and perform such other duties related to emergency management as are required by the governing body and the emergency management committee of the governing body when applicable. The emergency management plans shall require the use of the incident command system by all emergency response agencies, including local health departments, during a state of emergency declared under s. 323.10 or 323.11.

- (b) The head of emergency management for each county shall coordinate and assist in developing city, village, and town emergency management plans within the county, integrate the plans with the county plan, advise the department of military affairs of all emergency management planning in the county and submit to the adjutant general the reports that he or she requires, direct and coordinate emergency management activities throughout the county during a state of emergency, and direct countywide emergency management training programs and exercises.

- c) The head of emergency management in each city, village and town shall do all of the following:
1. Direct local emergency management training programs and exercises.
  2. Direct participation in emergency management programs and exercises that are ordered by the adjutant general or the county head of emergency management.
  3. Advise the county head of emergency management on local emergency management programs.
  4. Submit to the county head of emergency management any reports he or she requires.

4. Wisconsin Statute, Section 323, requires the County to implement emergency management among local units of government.

## I. LIABILITY IMMUNITY FOR EMERGENCY WORKERS.

### Responsibility for Workers Compensation and Liability of State or Local Unit of Government (formerly Personnel)) §323.40 §323.41

#### LIABILITY AND EXEMPTIONS

##### 323.40 Responsibility for worker's compensation.

- (1) **EMPLOYEES OF LOCAL UNIT OF GOVERNMENT.** An employee of a local unit of government's emergency management program is an employee of that local unit of government for worker's compensation under ch. 102 unless the responsibility to pay worker's compensation benefits are assigned as provided under s. 66.0313 or under an agreement between the local unit of government and the state or another local unit of government.
  - (2) **STATE AGENCY VOLUNTEERS.** A volunteer who registers with a state agency to assist the agency without compensation, other than reimbursement for travel, lodging, or meals, during a disaster, an imminent threat of a disaster, or a related training exercise is considered an employee of the agency for worker's compensation under ch. 102, for purposes of any claim related to the assistance provided.
  - (3) **LOCAL UNIT OF GOVERNMENT VOLUNTEERS.** (a) Except as provided in par. (b), an individual who registers in writing with a local unit of government's emergency management program to provide his or her own labor without compensation, other than reimbursement for travel, lodging, or meals, during a disaster, an imminent threat of a disaster, or a related training exercise is considered an employee of the local unit of government for worker's compensation under ch. 102 for purposes of any claim relating to the labor provided.
- (b) This subsection does not apply to an individual's provision of services if s. 257.03 applies. History: 2009 a. 42.

##### 323.41 Liability of state or local unit of government.

- (1) **EMPLOYEE OF LOCAL UNIT OF GOVERNMENT.** An employee of a local unit of government's emergency management program is an employee of that local unit of government under ss. 893.80, 895.35, and 895.46 for purposes of any claim, unless the responsibility related to a claim under ss. 893.80, 895.35, and 895.46 is assigned as provided under s. 66.0313 or under an agreement between the local unit of government and the state or another local unit of government.
- (2) **STATE AGENCY VOLUNTEERS.** Except as provided in s. 323.45, a volunteer who registers with a state agency to assist the agency without compensation, other than reimbursement for travel, lodging, or meals, during a disaster, an imminent threat of a disaster, or a related training exercise is considered an employee of the agency under ss. 893.82 and 895.46, for purposes of any claim related to the assistance provided.
- (3) **LOCAL UNIT OF GOVERNMENT VOLUNTEERS.** (a) Except as provided in par. (b), an individual who registers in writing with a local unit of government's emergency management program to provide his or her own labor without compensation, other than reimbursement for travel, lodging, or meals, during a disaster, an imminent threat of a disaster, or a related training exercise is considered an employee of the local unit of government under ss.

**893.80, 895.35, and 895.46 for purposes of any claim relating to the labor provided.**

Comprehensive Emergency Management Plan CEMP

Basic Plan

II. SITUATION

II. SITUATION.

A. POTENTIAL EMERGENCY CONDITIONS.

1. Milwaukee County is exposed to many hazards, all of which have the potential to disrupt the community, cause damage, and create casualties. Possible natural hazards include snowstorms, floods, tornadoes, downbursts, and other violent storms. There is also the threat of national security/terrorism incidents such as a nuclear, biological, chemical, or conventional attack. Other disaster situations could develop from a hazardous material release, major transportation accident, or civil disorder. A comprehensive hazard analysis has been written addressing all currently- known threats that may impact Milwaukee County. This document is maintained in the Division's office and is updated on an annual basis.

B. HAZARD ANALYSIS.

1. This hazard analysis serves as the basis for emergency management planning. It will develop an awareness of the disasters that could affect local communities. Based on the potential hazards identified, local planners will set priorities and goals for planning, training and preparedness to effectively establish capabilities to allocate resources for disasters. This hazard analysis describes disasters that may occur in Milwaukee County.
2. Milwaukee County is vulnerable to a wide range of hazards, both natural and technological. Natural hazards such as floods, wind storms, tornados, winter storms, and excessive heat have caused injuries, loss of life, and disruption of essential services, significant property damage, and public infrastructure damage. Technological hazards exist from radiological, biological, and chemical sources, but are not limited to:

TECHNOLOGICAL HAZARDS	NATURAL HAZARDS
Airplane Crash	Ice Storm/Snow Storm
Multiple Vehicle Highway Accident	Severe Weather Outbreak / Tornado
HazMat Incident	Flood
Rail Incident	Drought
Multiple House/Building Fire	Heat Wave
	Pandemic Outbreak

<b>TERRORISM</b>	<b>CRITICAL INFRASTRUCTURE</b>
Explosives Attack – Bombing Using Improvised Explosive	Cyber Attack
Chemical Attack	Major Power Outage
Biological Attack – Foreign Animal Disease	Major Communications Disruption
Biological Attack – Food Contamination	
Radiological Attack – Radiological Dispersal Devices	
Municipal Water Supply Contamination	
Disease Outbreak	
Attack at Civic/Sports Events	
Attack during VIP Visit	
Civil Disturbance	

Note: A list of facilities that use, produce, and store extremely hazardous substances and hazardous materials is on file at with MCSO Division of Emergency Management.

- Disaster response efforts are often hampered by equipment and facility damage, communication failures, inclement weather, responder injury and death, and many other limiting factors. In the event of an emergency or disaster that exceeds the available resources; the public should expect and be prepared for a minimum 72 hour delay for emergency response services.

**C. VULNERABILITY ANALYSIS.**

- Vulnerability Analysis.
  - Milwaukee County has a population of 947,735. The County could easily experience a loss of life and property of catastrophic proportion from a series of potential hazards. The County's Pre-Disaster Mitigation Plan provides relative information to the County's vulnerability.
- Important: Past occurrences are not reliable indicators of future events.

**D. PERSONS WITH ACCESS AND FUNCTIONAL NEEDS.**

- Shelter operations can accommodate individuals who have a health condition that does not require institutionalization, but may require:
  - Intermittent skilled observation, assessment, and/or maintenance
  - Assistance with activities of daily living (e.g., feeding, ambulating, self-medication or personal hygiene);
  - Dependence on electricity
  - Receiving dialysis treatments



2. Shelter operations cannot provide 24-hour skilled care and the following individuals will be referred to an appropriate health care facility:
  - a. Persons who will require hospitalization or institutionalization;
  - b. Residents of nursing homes, Assisted Living Facilities, Intermediate Care Facilities and facilities caring for the Developmentally Disabled or those with a mental illness;
  - c. Persons who are bedridden;
  - d. Women experiencing high-risk pregnancies who are within four weeks of estimated date of delivery or any pregnant woman in active labor;
  - e. Persons who are in a sudden acute medical or emergency condition; and/or, an individual arriving at a shelter whose condition exceeds the capabilities of the shelter.

## HAZARD RATING SUMMARY

<i>Catastrophic</i>	<ul style="list-style-type: none"> <li>Chemical Attack</li> <li>Radiological Attack (radiological dispersal devices)</li> </ul>			
<i>Critical</i>	<ul style="list-style-type: none"> <li>Biological Attack (foreign animal disease)</li> <li>Biological Attack (food contamination)</li> <li>Municipal Water Supply Contamination</li> <li>Disease Outbreak</li> <li>Explosive Attack (Bombing Using Improvised Explosive)</li> </ul>		<ul style="list-style-type: none"> <li>Snow Storm</li> </ul>	<ul style="list-style-type: none"> <li>Tornado</li> <li>Floods</li> </ul>
<i>Limited</i>	<ul style="list-style-type: none"> <li>Attack at Civic/Sports Events</li> <li>Attack during VIP Visit</li> </ul>	<ul style="list-style-type: none"> <li>Ice Storm/ Long Term Power Outage</li> <li>Airplane Crash</li> <li>Rail Incident</li> </ul>	<ul style="list-style-type: none"> <li>Drought</li> <li>Heat Wave</li> <li>Pandemic Outbreak</li> </ul>	<ul style="list-style-type: none"> <li>Multiple Vehicle Highway Accident</li> <li>Multiple House/Building Fire</li> <li>Hazardous Materials Accident</li> <li>Major Power Outages</li> <li>Severe Weather Outbreak</li> </ul>
<i>Negligible</i>			<ul style="list-style-type: none"> <li>Civil Disturbance</li> <li>Cyber Attack</li> <li>Major Communications Disruption</li> </ul>	

Not Occurred

Low

Medium

High

Frequency	Severity
<p><b>High:</b> At least one occurrence every 1 – 4 years.</p> <p><b>Medium:</b> At least one occurrence every 5 – 10 years.</p> <p><b>Low:</b> At least one occurrence every 11 – 100 years.</p> <p><b>N/O:</b> Has not occurred, but for planning purposes should be evaluated as part of jurisdictions HVA.</p>	<p><b>Catastrophic:</b> More than 50 deaths/injuries; Complete shutdown of critical facilities for 30 days or more; More than 50% property damage; Severe long-term effects on economy; Severely affects state/local/private sectors capabilities to begin or sustain recovery activities; Overwhelms local and state response resources.</p> <p><b>Critical: (Major)</b> 10–50 deaths/injuries; Shutdown of critical facilities for 8–30 days; 25–50% property damage; Short-term effect on economy; Temporarily (24–48 hours) overwhelms response resources.</p> <p><b>Limited:</b> Less than 10 deaths/injuries; Shutdown of critical facilities for 3–7 days; 10–25% property damage; Temporary effect on economy; No effect on response system.</p> <p><b>Negligible:</b> Minor injuries, no deaths; Shutdown of critical facilities for less than 3 days; Less than 10% property damage; No effect on economy; No effect on response system.</p>
<p><b>NOTE:</b> The Category of <b>Severity</b> is used if the hazard results in one or more of the qualifiers.</p>	

Comprehensive Emergency Management Plan CEMP

Basic Plan

III. CONCEPT OF OPERATIONS

III. CONCEPT OF OPERATIONS

A. EMERGENCY MANAGEMENT PROGRAM PHASES.

The County will meet its responsibility for protecting life and property from the effects of hazardous events by acting within each of four phases of emergency management.

1. **Mitigation.** Actions accomplished before an event to prevent it from causing a disaster, or to reduce its effects if it does, save the most lives, prevents the most damage and are the most cost effective. County and municipal departments will enforce all public safety mandates of the Milwaukee County and Codes to include land use management and building codes; and recommend to the County Board of Supervisors and municipal elected officials, legislation required to improve the emergency readiness of the community. (See Annex I; Mitigation Programs.)
2. **Preparedness.** County and municipal departments will remain vigilant to crises within their areas of responsibility. County and municipal emergency service departments will prepare for emergencies by maintaining existing or developing detailed emergency plans and procedures to enable first responders to accomplish the tasks normally expected of them. All County and municipal departments will prepare for disasters by developing departmental plans and procedures to accomplish the extraordinary tasks necessary to integrate their department's total capabilities into a County or municipal disaster response. County and municipal departments will ensure that their employees are trained to implement emergency and disaster procedures and instructions. Departments will validate their level of emergency readiness through internal drills and participation in exercises conducted by the County. Other government jurisdictions within and outside County boundaries will also be encouraged to participate in these exercises. Exercise results will be documented and used in a continuous planning effort to improve the County's emergency readiness posture. This joint, continuous planning endeavor will culminate in revisions to this plan in the constant attempt to achieve a higher state of readiness for an emergency or disaster response. (See Annex II; Preparedness Programs.)
  - Preparedness consists of almost any pre-disaster action which is assured to improve the safety or effectiveness of disaster response. Preparedness consists of those activities that have the potential to save lives, lessen property damage, and increase individual and community control over the subsequent disaster response.
3. **Response.** The active use of resources to address the immediate and short-term effects of an emergency or disaster constitutes the response phase, and is the focus of department emergency and disaster

standing operating procedures and instructions, mutual-aid agreements, and this plan. Emergency and disaster incident responses are designed to minimize suffering, loss of life and property damage, and to speed recovery and restoration of essential services. When any County or municipal department receives information about a potential emergency or disaster, it will conduct an initial assessment, determine the need to alert others, and set in motion appropriate actions to reduce risk and potential impacts. Emergency response activities will be as described in departmental plans and procedures, and may involve activating the Emergency Operations Center (EOC) for coordination of support. County and municipal departments will support first responders by providing warnings and emergency public information, and helping to save lives and property, supply basic human needs, maintain or restore essential services, and protect vital resources and the environment. Responses to declared emergencies and disasters will be guided by this plan. (See Annex III; Response.)

4. **Recovery.** Emergency and disaster recovery efforts aim at returning to pre-disaster community life. They involve detailed damage assessments, complete restoration of essential services and financial assistance. There is no definite point at which response ends and recovery begins. However, generally speaking, most recovery efforts will occur after the emergency organization is deactivated and County and municipal departments have returned to pre-disaster operation. Recovery efforts may be coordinated from a central location or integrated with day-to-day departmental functions. (See Annex IV; Recovery.)

**B. NATIONAL INCIDENT MANAGEMENT SYSTEM (NIMS).**

1. The National Incident Management System (NIMS) provides a systematic, proactive approach to guide departments and agencies at all levels of government, nongovernmental organizations, and the private sector to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life and property and harm to the environment.
  - a. NIMS works hand in hand with the National Response Framework (NRF). NIMS provides the template for the management of incidents, while the NRF provides the structure and mechanisms for national-level policy for incident management (fema.gov).
  - b. Milwaukee County formally adopted NIMS by Executive Order #02-05 in May 2005.

**C. MILWAUKEE COUNTY SHERIFF'S OFFICE DIVISION OF EMERGENCY MANAGEMENT ORGANIZATION.**

1. Daily Operations (pre-disaster).
  - a. The County is governed by an elected Board of Supervisors. A County Executive administers the daily routine business of the County in a manner consistent with policy established by the Board of Supervisors. The County government is organized into functional departments and divisions, created for the delivery of essential governmental services.
  - b. During emergencies, the County Executive or his/her designee may order special, temporary personnel assignments that require individuals to work outside their regular department, job classifications and working hours.

2. County Emergency Management Program.

- a. It is the responsibility of the Milwaukee County Executive and the Board of Supervisors, under Wisconsin Law Chapter 323, to insure the peace and safety of its citizens at all times. This responsibility includes pre-planning and response to all natural and technological hazards that can impact Milwaukee County.
- b. This plan establishes the County emergency management program. All officers and employees of the County are part of the emergency organization.
- c. The Milwaukee County Sheriff is the head of all emergency management activities before, during, and after a major disaster. The responsibility for carrying out day-to-day planning and training activities are delegated by the Sheriff to the Division of Emergency Management Administrator who works with all departments, agencies and municipalities throughout the County, both public and private, to insure that an effective emergency management program is developed and maintained. (Milwaukee County Ordinance Chapter 99.)
- d. During any response to an actual disaster, the Sheriff and/or his/her designee will serve as the Chief of Staff to the County Executive, functioning either in the Milwaukee County Emergency Operations Center (EOC) or in the field. The Division of Emergency Management Administrator will be the chief technical advisor and official liaison on behalf of the County with state, federal and private agencies needed to assist.
- e. A County Emergency Planning Team is established through promulgation of this plan. The team shall be composed of representatives or alternates from selected County departments, plus other agencies or organizations as may be necessary. The team shall formulate emergency management policy recommendations to the County Executive. This includes development and maintenance of this plan, exercise planning and evaluation, and related initiatives. Each agency appointed to this team will: designate a primary representative and alternates; document these appointments to include telephone numbers; and provide a copy to the MCSO Division of Emergency Management. The Division of Emergency Management will chair the team and will schedule periodic meetings as needed.

3. Chain of Authority.

- a. In the event Milwaukee County is involved in a disaster, the chain of authority shall be as follows:
  - (1) County Executive/Sheriff.
  - (2) Division of Emergency Management.
  - (3) Municipal Emergency Managers.

4. Emergency Organization.

- a. Policy/Advisory Group. The Policy/Advisory Group provides guidance and direction for emergency response and recovery operations. They are charged with making emergency policy decisions, declaring a state of emergency when necessary, implementing the emergency powers of local government, keeping the public informed of the emergency situation, and requesting outside assistance when necessary. The Policy/Advisory Group includes:

- (1) County Executive.
  - (2) County Board Chair.
  - (3) Mayors, and Village President/Administrators (as necessary).
  - (4) Division of Emergency Management.
  - (5) Office of the Sheriff.
  - (6) County Fire & Rescue Chief.
  - (7) Chief County Corporation Counsel.
  - (8) Health & Human Services Director.
  - (9) Emergency County Public Health Director.
  - (10) Department of Administrative Services Director.
  - (11) Emergency Medical Services Director.
  - (12) Intergovernmental Affairs Director.
  - (13) County Department Heads (as necessary).
- b. Incident Command Team (Field Command). Includes the Incident Commander and those departments, agencies, and groups with primary emergency response actions. The incident commander is the person in charge at an incident site.
- This plan formalizes the County's Incident Command System, and Incident Command organization and structure.
- c. Crisis Action Team (CAT). Composed of members from various organizations considered essential to facilitate the process of evaluation and incident planning, and possible activation and implementation of emergency functions and resources. The CAT will be responsible for maintaining overall situational awareness and implementing the County's Continuity of Operations Plan. The CAT can also be used to support the emergency management division in emergency situations without EOC activation. The CAT consist of:
- a. Department of Administrative Services (DAS)-Procurement Division; County Fire & Rescue Chief; DAS-Human Resources; DAS-Labor Relations; DAS-Facilities Management; Department of Transportation-Highways; Department of Health and Human Services; Sheriff; County Executive Public Information Officer (PIO); Milwaukee County Emergency County Public Health Director; Services Committee chair; Parks, recreation and culture-Field Operations Division; Chairperson of County Board Judiciary, Safety and General Services Committee, and others as selected or needed.
  - d. EOC Management Team. Charged with the effective direction, control and coordination of the EOC, if fully activated. This group is composed of members from various County departments considered necessary for the implementation of the Milwaukee County Comprehensive Emergency Management Plan and operations of the EOC, if fully activated. The EOC Management Team consists of:

<ul style="list-style-type: none"> <li>• Division of Emergency Management.</li> <li>• Department Directors.</li> <li>• Selected Department Managers.</li> <li>• Others as selected or needed.                             <ul style="list-style-type: none"> <li>– DAS-Facilities Management</li> <li>– Department of Health and Human</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>– MCSO Deputy Inspector Sheriff's Administrative Bureau</li> <li>– MCSO Fiscal</li> <li>– MCSO Patrol Division</li> <li>– Parks, recreation and culture-Field Operations Division</li> </ul>
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Services – DOT-Highways & Transit/Paratransit	
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- e. Volunteer and Other Services. This group includes organized volunteer groups and businesses that have agreed to provide certain support for emergency operations.

**D. DIRECTION AND CONTROL.**

As of January 1, 1998, the County Executive designated the Milwaukee County Sheriff to serve as Director of Division of Emergency Management Services (County Ord. ch.99). The Sheriff has appointed an Administrator for the Division of Emergency Management Bureau (EMB) to manage the day-to-day operations, and to serve as the Sheriff's emergency management designee.

The Sheriff shall head the Policy group of the Direction and Control Organization. The EMB Administrator, the Municipal Emergency Service Coordinators, and the EMB clerical staff provide support and coordination for Countywide and municipal emergency operations. Each of the municipalities within Milwaukee County will exercise full authority over emergency operations when the emergency situation exists entirely within the boundaries of their jurisdictions.

If more than one municipality or zone is affected or if there is a very serious emergency, the County organization will be activated but will not necessarily assume control of all functions. The County organization may decide to restrict its activities--relative to the affected area--to monitoring, coordinating, and providing requested support. In case of a threat or actual occurrence of a very destructive, widespread disaster, the entire County Emergency Management organization may be activated.

**1. General.**

- a. The MCSO Division of Emergency Management Administrator is responsible for establishing objectives and policies for emergency management and providing general guidance for disaster response and recovery operations. During disasters, he/she may carry out those responsibilities from the EOC.
- b. The Division of Emergency Management will provide overall direction of the response activities of all County departments. During major emergencies and disaster, he/she will normally carry out those responsibilities from the EOC.
- c. The Incident Commander, assisted by a staff sufficient for the tasks to be performed, will manage the emergency response at an incident site.
- d. The Division of Emergency Management is responsible for the proper functioning of the EOC and will also serve as a liaison with state and federal emergency agencies and neighboring jurisdictions. The EOC will advise other emergency officials on courses of action available for major decisions.

- e. During emergency operations, County department heads and municipalities retain administrative and policy control over their employees and equipment. However, personnel and equipment will carry out mission assignments directed by the Incident Commander. Each department and agency is responsible for having its own operating procedures to be followed during response operations, but interagency procedures, such a common communications protocol, may be adopted to facilitate coordinated effort.
- g. If state and/or federal resources are made available to the County, they will be under the operational control of the MCSO Division of Emergency Management.

2. Crisis Monitoring, Crisis Action Team (CAT).

- a. The Milwaukee County Communications Center is the County's 24 hour "crisis monitor." The Dispatch Center provides an ongoing analysis of incoming information, and will notify the Division of Emergency Management.
- b. The MCSO Division of Emergency Management is also responsible for monitoring and analyzing any situation that may threaten public safety. As emergency situations threaten or occur, the Division of Emergency Management may convene a "Crisis Action Team (CAT)" to facilitate the process of evaluation and incident planning, and possible activation and implementation of emergency functions and resources. The CAT will also be used to support the emergency management division in emergency situations.
- c. The Crisis Action Team (CAT) is an organizational unit that will have responsibility for assisting with Crisis Monitoring and Emergency and COOP plan activations.
- d. The CAT is a flexible, supporting/coordinating service that could be:
  - (1) One person at home facilitating the coordination of personnel and resources to an incident scene;
  - (2) Several people convening to review an evolving threat; or,
  - (3) Many people in the Emergency Operations Center (EOC) or on-scene to assist emergency management as needed.
- e. Core members of the CAT are drawn from the departments who provide primary support to emergency functions (see primary support matrix.) However, any County department could be called upon to provide a representative to the CAT. Exactly who is called and ultimately how many people will serve on the CAT is dependent upon the situation and the functions that will be activated.
- f. During EOC operations, CAT members can be integrated into the EOC organization or retained as a separate unit. The CAT will serve in a policy and planning role, providing policy guidance and direction to the EOC and Incident Managers.
- g. CAT members should be people at the "operational level" with decision making authority of the



primary departments. Each department should appoint a primary member and two alternates who can act in the absence of the primary member.

- h. Instantaneous events may trigger immediate full EOC activation by requests from first responder departments, such as the fire or police departments.
- i. The County Executive, Sheriff or Division of Emergency Management Administrator may convene an EOC activation to facilitate the process of evaluation and incident planning, and possible implementation of emergency functions and resources.

**E. EMERGENCY PROCLAMATIONS/DISASTER DECLARATIONS.**

1. Emergency Declaration.

- a. The County Executive may declare a “State of Emergency” to expedite access to local resources needed to cope with the incident and “to afford adequate protection for lives, safety, health, welfare or property.” If the needed response exceeds these local capabilities, a disaster has occurred.
- b. The County Executive may, by emergency proclamation, use County resources and employees as necessary, and alter functions of departments and personnel, as necessary. (See “Proclamation of Existence of a County Emergency this section.)

**F. EMERGENCY AUTHORITIES.**

1. Authorities and References.

- a. Emergency Services Act, 1970, as amended.
- b. Chapter 323 Wisconsin Statutes, as amended.
- c. Wisconsin Statute Chapter 59 & 17
- d. Milwaukee County Emergency Management Ordinance 99 (amended).
- e. Milwaukee County Executive Order for Emergency Management.
- f. Milwaukee County Ordinance for Emergency Purchases.
- g. Milwaukee County Resolution Adopting State Plan Disaster Designee.
- h. Local Chapter of American Red Cross Memo of Understanding.
- i. County Board Resolutions for the Provision of Emergency Management Services to Municipalities.

**G. CONTINUITY OF GOVERNMENT.**

1. Succession of Command.

- a. The procedures for County and municipal line of succession follow: Chapter 59 and 17 of the Wisconsin State Statutes, as well as local charters, ordinances, and resolutions.
- b. The line of succession in Milwaukee County is from the County Executive to the County Board of Supervisors' Chairperson to the Vice-chairperson to the Second Vice-chairperson to the Chairperson of County Board Judiciary, Safety, and General Services Committee and then to the Vice-chairperson of

County Board Judiciary, Safety, and General Services Committee. Should it become necessary, succession is then to the Chairperson of any remaining County Board Standing Committee.

- c. The line of succession from the Administrator of the Division of Emergency Management is to the Designated Administrative Services Bureau Deputy Inspector, followed by the Inspector Senior Commander.
  - d. The line of succession to each department head is according to the operating procedures established by each department.
2. Preservation of Records. Preservation of important records and measures to ensure continued operation of local government during and after catastrophic disasters or national security emergencies shall be established by each jurisdiction. Each government agency and department shall establish procedures to ensure the selection, preservation, and availability of records essential to the effective functioning of government and to the protection of rights and interests of persons under emergency conditions.

#### **H. EMERGENCY SUPPORT FUNCTIONS (ESFs).**

1. ESFs represent groupings of types of assistance activities that citizens are likely to need in times of emergency or disaster. The State Emergency Operations Plan is organized by related emergency functions known as “emergency support functions.” The Federal Response Plan is organized by “emergency support functions.” During emergencies, municipal, county and state EOCs determine which ESFs/functional annexes are activated to meet the disaster response needs.
2. The state and federal governments will respond to County requests for assistance through the ESF structure. Within the state and federal EOCs, requests for assistance will be tasked to the particular functional annex for completion. A lead agency/department for each emergency support function is indicated, and will be responsible for coordinating the delivery of that emergency function to the emergency area. The lead agency/department will be responsible for identifying the resources within the emergency function that will accomplish the mission, and will coordinate the resource delivery.
3. The County CEMP “Annex III: Response Functions” is organized by ESFs. During emergencies, the County Executive, Sheriff, and/or Division of Emergency Management Administrator will determine which ESFs are activated to meet the disaster response needs. See Annex III: Response Functions, for further details.
4. This plan is based upon the concept that the emergency support functions (ESFs) for the various County organizations involved in emergency operations will generally parallel their normal day to day functions. To the extent possible, the same personnel and material resources will be employed in both cases. The day to day functions that do not contribute directly to the emergency operations may be suspended for the duration of the emergency. The efforts that would normally be required for those functions will be redirected to the accomplishment of emergency tasks by the departments concerned.
  - a. Only those County and municipal departments performing essential functions will be required to remain on duty during the period of some emergencies. This determination will be made and announced by the County Executive, Sheriff, or EOC Emergency Manager or Division of Emergency Management Administrator.



### PROCLAMATION OF EXISTENCE OF A COUNTY EMERGENCY

**WHEREAS**, ordinance 99 of Milwaukee County and State Statute 323, empowers the Director of Emergency Management to proclaim the existence or threatened existence of a local emergency when said county is affected or likely to be affected by an extraordinary natural disaster event and the County Board is not in session; and

**WHEREAS** the Director of Emergency Management of Milwaukee County does hereby find: [INSERT]

**NOW THEREFORE, IT IS HEREBY PROCLAIMED** that a local emergency now exists throughout Milwaukee County; and

**IT IS FURTHER PROCLAIMED AND ORDERED** that during the existence of said local emergency the powers, functions and duties of the emergency management organization of this County shall be those prescribed by State law, and by ordinances and resolutions of this County, and by the Milwaukee County Comprehensive Emergency Management Plan, as approved by the Milwaukee County Board of Supervisors.

#### Declaration of a Major Disaster

**WHEREAS**, the County of Milwaukee has sustained severe losses of a major proportion, caused by [INSERT] \_\_\_\_\_; and

**WHEREAS**, substantial damage has been incurred to public and private property, as outlined in the attached Uniform Disaster Situation Report; and

**NOW, THEREFORE, BE IT RESOLVED**, that the County Executive, for and on behalf of the citizens of Milwaukee County, request the Governor of the State of Wisconsin to petition the President of the United States to declare Milwaukee County, Wisconsin, to be a major disaster area, through appropriate channels, to include a request for Public Assistance and Human Services Programs as offered through PL 100-707, and the Hazard Mitigation Program, as offered through PL 100-707.

**BE IT FURTHER RESOLVED** that the County Emergency Management Director is authorized to coordinate the damage assessment survey teams with local units of government and assist in the administration of the disaster recovery process, as needed.

Adopted this \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_.

Signed:

\_\_\_\_\_  
Milwaukee County Executive

- b. All County Departments, including those with functions declared nonessential to emergency operations, will secure their facilities, records, and equipment against possible loss or damage, and take such action as is necessary to insure the safety of assigned personnel.
5. A County department or agency is designated as the primary department for an ESF due to a statutory responsibility to perform that function, or through its programmatic or regulatory responsibilities, may have developed the necessary expertise to lead the ESF. In some agencies, a portion of the agency's mission is very similar to the mission of the ESF, therefore, the skills to respond in a disaster can be immediately translated from the daily business of that agency. The primary agency also has the necessary contacts and expertise to coordinate the activities of that support function.
  - Departments designated to "lead" an ESF are responsible for coordinating the development and preparation of the ESF and enabling SOP's, in conjunction with the MCSO Division of Emergency Management.
6. Upon activation of the County EOC, the activated ESF primary agencies will designate representatives in the EOC to coordinate the ESF. It is up to the primary agency's discretion as to how many, if any; support agencies should be represented in the EOC.
7. The primary department for the ESF will be responsible for obtaining all information relating to ESF activities and requirements needed by the emergency and disaster response.
8. The County will respond to requests for assistance through the ESF process. Within the EOC, requests for assistance will be tasked to the appropriate ESFs for completion. The lead agency will be responsible for coordinating the delivery of that assistance.
  - a. With concurrence from the County EOC Management Team, ESF #5 will issue mission assignments to the primary agencies for each ESF based on the identified resource shortfall.
  - b. The primary department or agency for that ESF will be responsible for identifying the particular resource or resources that will accomplish the mission and coordinate the delivery of that resource.

**I. INCIDENT COMMAND SYSTEM (ICS).**

1. County On-Scene Management Incident Command System (ICS).
  - a. The County's on-scene response to emergencies follows the concepts of the National Incident Management System (NIMS) / Integrated Emergency Management System (IEMS).
  - b. The Incident Command System:
    - (1) A standardized management tool for meeting the demands of small or large emergency or nonemergency situations.
    - (2) Represents "best practices" and has become the standard for emergency management across the country.

- (3) May be used for planned events, natural disasters, and acts of terrorism.
  - (4) Is a key feature of the National Incident Management System (NIMS).
  - (5) Is a management system designed to enable effective and efficient domestic incident management by integrating a combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to enable effective and efficient domestic incident management. A basic premise of ICS is that it is widely applicable. It is used to organize both near-term and long-term field-level operations for a broad spectrum of emergencies, from small to complex incidents, both natural and manmade. ICS is used by all levels of government—Federal, State, local, and tribal—as well as by many private-sector and nongovernmental organizations. ICS is also applicable across disciplines. It is normally structured to facilitate activities in five major functional areas: command, operations, planning, logistics, and finance and administration ([fema.gov](http://fema.gov))
- c. The person in charge at the incident is the on-scene Incident Commander who is responsible for ensuring each agency on scene can carry out its responsibilities.
  - d. Milwaukee County and/or municipal emergency responders are likely to be the first on the scene of an emergency situation. They will normally take charge and remain in charge of the incident until it is resolved or others who have legal authority to do so assume responsibility. They will seek guidance and direction from local officials and seek technical assistance from state and federal agencies and industry where appropriate.
  - e. The first local emergency responder to arrive at the scene of an emergency situation will implement the incident command system and serve as the incident commander until relieved by a more senior or more qualified individual.
  - f. When more than one agency is involved at an incident scene, Unified Command may be established or the agency having jurisdiction and other responding agencies shall work together to ensure that each agency's objectives are identified and coordinated.
  - g. Other agency personnel working in support of the Incident Command system will maintain Unity of Command, but will be under control of the County or municipal on-scene Incident Commander or Unified Command.
  - h. The on-scene Incident Commander or Unified Command may designate a Public Information Officer to work with the news media at an incident. This may include coordinating agency media releases and arranging contacts between the media and response agencies. If additional support is needed, the Crisis Action Team (CAT) and/or the EOC may be activated.
  - i. During widespread emergencies or disasters, emergency operations with different objectives may be conducted at geographically separated scenes. Incident command, Unified Command or Area Command will be established at each site. When this situation occurs, it is particularly important that the allocation of resources to specific field operations be coordinated through the EOC. Incident Command Post(s) will link to the EOC via radio, telephone or cell phone.

- j. In emergency situations where other jurisdictions or the state or federal government are providing significant response resources or technical assistance, it is generally desirable to transition from the normal ICS structure to a Unified Command structure. Principles of Area Command or Multi-agency Coordinated Systems may also apply. This arrangement helps to ensure that all participating agencies are involved in developing objectives and strategies to deal with the emergency.

**J. INCIDENT RESPONSE LEVELS (LEVELS OF DISASTER).**

1. Many emergencies follow some recognizable build-up period during which actions can be taken to achieve a gradually increasing state of readiness. Milwaukee County will use a graduated response approach in responding to and managing emergencies and disasters. As the potential severity of the emergency or the demand on local resources grows, there will be an increase in emergency response and coordination activities to meet increasing emergency demands. Readiness Levels will be determined by the Division of Emergency Management Administrator. See the chart titled, "Readiness / Emergency Action Levels," which will be used as a means of increasing the County's alert posture.
2. Defining the Disaster Severity. These categories were developed based on the County's capabilities. One of the "Categories of Severity" is chosen if the hazard results in one or more of the qualifiers found within the level chosen.
  - a. Negligible: Minor injuries, no deaths; Shutdown of critical facilities for less than 3 days; Less than 10% property damage; No effect on economy; No effect on ecological system; No effect on response system.
  - b. Limited: Less than 10 deaths/injuries; Shutdown of critical facilities for 3–7 days; 10–25% property damage; Temporary effect on economy; Temporary/minimal effects on ecological systems; No effect on response system.
  - c. Critical: 10–50 deaths/injuries; Shutdown of critical facilities for 8–30 days; 25–50% property damage; Short-term effect on economy; Short term effects on ecological systems; Temporarily (24–48 hours) overwhelms response resources.
  - d. Catastrophic: More than 50 deaths/injuries; Complete shutdown of critical facilities for 30 days or more; More than 50% property damage; Severe long-term effects on economy; Severe effects on ecological systems; Severely affects state/local/private sectors capabilities to begin or sustain recovery activities; Overwhelms local and state response resources.

**K. INTER-JURISDICTIONAL RELATIONSHIPS.**

1. Planning and Operations – Emergency Management Zones. For emergency planning purposes Milwaukee County is divided into five (5) zones. Zone A encompasses Bayside, Brown Deer, Fox Point, Glendale, River Hills, Shorewood, and Whitefish Bay. Zone B encompasses the City of Milwaukee. Zone C encompasses Wauwatosa, West Allis, and West Milwaukee. Zone D encompasses Franklin, Greendale, Greenfield, and Hales Corners. Zone E encompasses Cudahy, Oak Creek, St. Francis, and South Milwaukee. See Basic Plan, Section VI Attachments for map.

- a. Memorandums of Agreements (MOAs) to coordinate emergency management services have been completed with each of the municipalities within the Milwaukee County area. The EMB offers coordination and support to General Mitchell International Airport and for planning, exercising, resources, and response. The Milwaukee County Level B mobile unit is housed at the General Mitchell International Airport Fire Department and is available to all county & municipal fire departments.
  - b. Southeast Wisconsin Mutual Aid Compact is between participating Counties within the Southeast Wisconsin Emergency Management Region (SEWEM) (Jefferson, Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, Waukesha and the City of Milwaukee) as authorized by their respective governing bodies. Where emergencies involving natural disasters and/or technological incidents may arise within the boundaries of Counties located in the SEWEM Region, which may require an affected county to seek additional assistance beyond its own resources and the knowledge, skills and abilities of Emergency Management staff personnel throughout the SEWEM Region could be requested to assist in dealing with natural and/or man-made disasters within the geographical boundaries of the SEWEM Region.
2. State. In case of a major emergency, the State may provide support to Milwaukee County and/or direct services on the local level and serves as a channel for obtaining and providing resources from outside the State.

**L. EMERGENCY OPERATIONS CENTER – ACTIVATION.**

1. Emergency Operations Center – Activation.
  - a. Although the field incident command system is an outstanding way of managing manpower, resources and logistics on scene at an emergency or disaster incident, it should not be considered sufficient in and of itself to handle all management aspects of a disaster or emergency. Anytime a disaster or emergency situation goes beyond the capability of a single jurisdiction, or requires multiple agencies or departments, the activation and use of the County Emergency Operations Center may be requested.
  - b. While a field incident command post does have capabilities to order resources and appoint a Public Information Officer, the resources procured and the information given should be limited to what is required for and what is happening at that scene.
  - c. The Emergency Operations Center is the place where the County Executive, Mayor and other chief elected officials, major department heads and specialized resources will come together and handle county and community-wide policies, decisions, media relations, manpower and resource procurement. This is especially important when the damage or disaster strikes in several locations involving multiple jurisdictions, where several field command posts may be established and when the sociological, political, and media impacts will be great. Coordination of activities will ensure that all tasks are accomplished, minimizing duplication of efforts.
  - d. Depending upon the severity and magnitude of the disaster, activation of the EOC may not be necessary, may only be partially required, or may require full activation. Partial activation would be



dictated by the characteristics of the disaster and would involve only those persons needing to interact in providing the County's coordinated response.

- (1) EOC activation levels will generally follow the "emergency levels."
  - (2) The following are examples of emergency incidents that can be handled with a field incident command post without activation of the County Emergency Operations Center: Routine law enforcement, fire and rescue operations; A small localized flooding incident; A small plane crash in a remote area of the county; Minor severe weather, downburst or tornado damage; A small chemical spill with little or no impact on citizens.
  - (3) The following are examples of emergency and disaster incidents where the County Emergency Operations Center may be activated to function in conjunction with a field incident command post(s): A major airline crash anywhere in Milwaukee County; A major chemical spill or release that will require large scale shelter or evacuation of residents; Large scale flooding; When severe weather, downburst or tornado damages or loss of life and large scale damages are imminent or have occurred; Extreme prolonged blizzard or heat wave conditions; Widespread civil unrest or disturbances; Terrorist incidents; Nuclear or enemy attack; Any other event which would have widespread public health impact or require large scale shelter or evacuation of county residents.
- e. The following individuals are authorized to activate the EOC:
- 1) County Executive.
  - 2) Sheriff.
  - (3) Division of Emergency Management Administrator.
- f. When the decision is made to activate the EOC, the MCSO Division of Emergency Management will notify the appropriate staff members to report to the EOC. The EOC Management team will take action to notify and mobilize the appropriate organizations and operations centers which they are responsible for coordinating.
- g. When the EOC is activated, it is essential to establish a division of responsibilities between the incident command post and the EOC. It is essential that a precise division of responsibilities be determined for specific emergency operations. Common EOC tasks include:
- (1) Assemble accurate information on the emergency situation and current resource data to allow County officials to make informed decisions on courses of action.
  - (2) Work with representatives of emergency services, determine and prioritize required response actions and coordinate their implementation.
  - (3) Suspend or curtail government services, recommend the closure of schools and businesses, and cancellation of public events.
  - (4) Provide resource support for the incident command operations.
  - (5) Issue county-wide warning.
  - (6) Issue instructions and provide information to the general public.



- (7) Organize and implement large-scale evacuation.
- (8) Organize and implement shelter and mass arrangements for evacuees.
- (9) Coordinate traffic control for large-scale evacuations.
- (10) Request assistance from the state and other external sources.

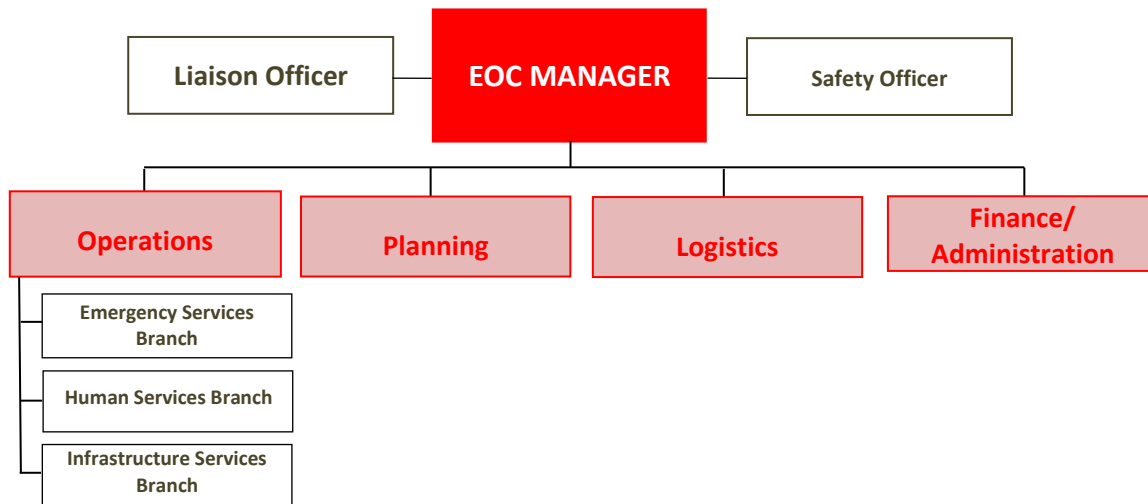
<b>READINESS / EMERGENCY ACTION LEVELS</b>	
<b>Watch Condition</b>	Emergency management officials are aware that a heightened state of concern about a potential threat to life or property exists, usually in the form of a concern for a weather related situation. Public safety departments monitor the situation for developments.
<b>Warning Condition</b>	A hazardous condition exists, and there is usually a need for emergency management or public safety officials to issue a public warning.
<b>Level 4 Emergency</b> <i>(Duty Officer Monitoring)</i>	MCSO Division of Emergency Management is on call 24 hours a day to receive calls from county departments and local jurisdictions relating to emergency situations. MCDEM continuously monitors events around the county through frequent contacts with the National Weather Service, local municipalities, neighboring counties and the WEM Duty Officer. When appropriate, the Division of Emergency Management will issue a press statement indicating that even though the EOC is not activated the County is monitoring the situation and that citizens should take precautionary measures
<b>Level 3 Emergency</b> <i>(Minimal EOC Activation, Enhanced Monitoring)</i>	<ol style="list-style-type: none"> <li>1. MCSO Division of Emergency Management, in conjunction with the Sheriff, Fire Chief, or other appropriate official and/or on-scene incident commander, determines that a minimal activation of the County Emergency Operations Center will be necessary. Though all activities, manpower and resource management will be handled from a field incident command post, the EOC with minimum staffing would actively monitor field operations and conditions. This type of emergency would be small and localized in nature, not having any significant impact on the health and well-being of citizens outside of the direct confined area of the emergency. The Duty officer will implement damage assessment process.</li> <li>2. Examples of a Level 3 Emergency would be: a car/bus accident with multiple injuries; a small localized hazardous material spill; a small localized flooding incident; a small airplane crash in un-populated area; a bomb threat.</li> </ol>
<b>Level 2 Emergency</b> <i>(Partial EOC Activation)</i>	<ol style="list-style-type: none"> <li>1. A decision by the MCSO Division of Emergency Management, in conjunction with the Sheriff, Fire Chief or other appropriate official and/or on-scene incident commander, has been made requiring partial activation of the County's Emergency Operations Center. A decision to partially activate the EOC will be made if it is determined that the field incident command post will require additional manpower and resource support or that the media and general citizen interest in the emergency will be great enough to warrant re-direction of</li> </ol>

READINESS / EMERGENCY ACTION LEVELS	
	<p>media and citizen requests about the incident to the EOC rather than burden the field incident commander with such activity.</p> <ol style="list-style-type: none"> <li>Other agencies will be put on stand-by in case the situation requires the activation of other agencies.</li> <li>Examples of a Level 2 Emergency would be the following: a moderate hazardous material spill; evacuation of homes or several blocks around the initial incident; a moderate blizzard or heat wave condition requiring community shelters; moderate severe weather, downbursts or tornado damage localized in a central area.</li> </ol>
<b>Level 1 Emergency</b> (Full EOC Activation)	<ol style="list-style-type: none"> <li>A decision by the Division of Emergency Management, in conjunction the County Executive, Sheriff, Fire Chief and field incident commander, that a full scale activation of the EOC is warranted. This type of disaster or emergency incident would be catastrophic in nature, or one that impacts a large number of citizens throughout the county other than those directly impacted at the disaster scene. Under a Level 1 Emergency, members of each of the emergency management groups would be required to report to the Emergency Operations Center to support field operations. In addition, radio dispatchers, message controllers, message runners, security officers and others to report to the EOC.</li> <li>The County Executive, as well as the Sheriff of Milwaukee County and other town, city and village elected officials (if necessary) would report to the EOC to make emergency policy decisions, proclaim a state of emergency and/or implement the emergency powers of County government, and receive a full scale assessment of the disaster and have the PIO handle all media inquiries, press releases, and citizen inquiries. The EOC would also take over all requests from the field for resources, mutual aid, state, and federal assistance as necessary.</li> <li>Examples of a Level 1 Emergency in Milwaukee County would be: a large scale serious hazardous material spill requiring sheltering or evacuation of residents for several miles around the incident; a major airline crash in Milwaukee County; large scale severe weather, downburst or tornado damage; large scale flooding on a non-localized basis; large scale civil disturbance; terrorist activities; prolonged, extreme blizzard or heat wave conditions.</li> </ol>

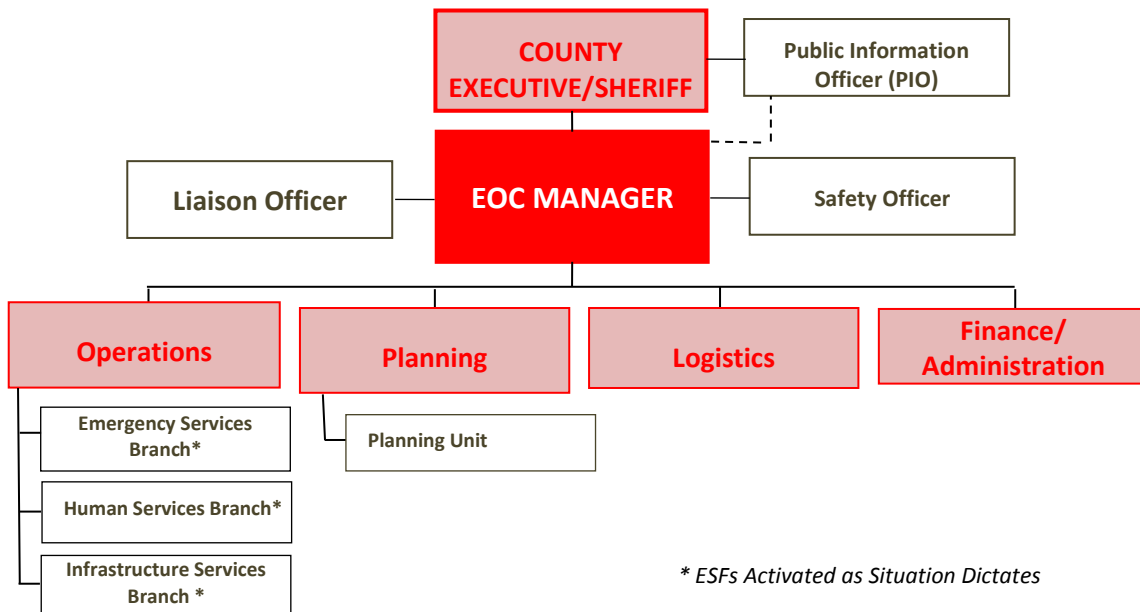
*Note: The examples of "Level Emergencies" are not limited to what is cited in this document.*

*Milwaukee County*  
**Emergency Operations Center (EOC) Incident Management System**  
**LEVEL 4 – DUTY OFFICER**

**Emergency Operations Center (EOC) Incident Management System**  
**LEVEL 3**



**Emergency Operations Center (EOC) Incident Management System**  
**LEVEL 2**



*\* ESFs Activated as Situation Dictates*

**M. EMERGENCY OPERATIONS CENTER (EOC): ORGANIZATION, OPERATIONS AND STAFFING.****1. Emergency Operations Center (EOC) – Operations and Staffing.**

Note: Complete EOC operational details, to include detailed job descriptions and checklists of tasks, are contained in the Emergency Operations Center Operations Manual, published separately.

**a. Overview.**

- (1) The Command Structure is intended to be flexible and should be tailored by “Emergency Management” and the “EOC Section Chiefs,” to meet the demands of any particular situation.
- (2) The Division of Emergency Management is responsible to the Sheriff and will implement policy directives, and will have overall management responsibility for the incident.
- (3) The Division of Emergency Management directs EOC response actions to save lives and protect property and recommends/instigates population protective actions. Within the framework of the Crisis Action Team (CAT) or Emergency Operations Center (EOC), all available resources are identified and mobilized as necessary. Tasks are prioritized and resources used within this priority framework.

**b. Division of Emergency Management Director (Sheriff).**

- (1) The Division of Emergency Management Director will develop policy and strategy, disseminate policy guidance and direction through the Division of Emergency Management Administrator, provide interface to the media and public, and liaison with state and federal officials as required.
  - (a) The Division of Emergency Management Director is responsible to maintain the safety and well being of all citizens within Milwaukee County. In day-to-day circumstances, the Division of Emergency Management Director will defer the mitigation, preparedness, training, exercising and pre-planning duties to the Division of Emergency Management Administrator to insure that all county plans, operating procedures, resources, and personnel are in a state of readiness for any type of disaster or emergency.
  - (b) In the response and recovery phases, the Division of Emergency Management Director will assume duties in the Emergency Operations Center and will work in cooperation with all impacted elected officials, departments and to the state of normalcy enjoyed before the incident. In the event that the Division of Emergency Management Director is unable to perform the duties outlined in this plan, or in the event that the duration of an incident requires a second shift of EOC staffing, the Inspector will assume the duties of the chief elected official within this plan.
- (2) Other Elected Officials.
  - Depending on the type of disaster or emergency impacting Milwaukee County and the location in which that event occurs, the Mayor or elected officials of various villages may be

impacted and requested to report to the Emergency Operations Center to assist the Division of Emergency Management Director in decision making and policy matters.

- (3) The “Corporation Counsel” function is also staffed by the County Corporation Counsel who:
    - (a) Reviews existing plans and procedures.
    - (b) Provides legal advice.
  - (4) The “Public Information Officer (PIO)” will serve on the Division of Emergency Management Director’s staff, and is in charge of implementing ESF # 15: Public Information. (See Annex III: Response Functions, ESF # 15). The PIO Section includes the following units: Rumor Control; Public Enquiries; Media Enquiries; Information and Instructions. The Public Information Officer is responsible for disseminating approved emergency public information to all local, state and national news media. With approval of the Division of Emergency Management Director and Incident Commander will draft and disseminate all press release information; will assist field incident commanders with public information where necessary; will coordinate all county press information with the Joint Information Center (JIC), where applicable; and will assist the Communications and Warning Officer with activation of the regional or local emergency broadcast system.
  - (5) A “Policy/ Advisory Group” is convened and serves at the pleasure of the Division of Emergency Management Director, and provides policy and direction recommendations.
- c. Emergency Management and Staff. (See “Milwaukee County EOC Incident Management System” diagram, this section.) The staff components include:
- (1) The Division of Emergency Management reports to the Division of Emergency Management Director (Sheriff) and will assist with an incident, and is responsible for approving the ordering and releasing of resources. This element may include such staff as required to perform or support the management function, and includes the Public Information Officer (indirectly), Liaison Officer, and EOC Support Officer.
  - (2) The Division of Emergency Management Administrator maintains the EOC readiness, and provides/coordinates the EOC administrative, logistical support, and communication support required during EOC operations.
  - (3) The “Liaison Officer” (staffed or assigned by the Division of Emergency Management) is the point of contact with other agencies.
  - (4) Crisis Action Team (CAT) members can be integrated into the EOC organization or retained as a separate unit. The CAT serves as an advisory group to the Division of Emergency Management.
- d. EOC Section Chiefs. (See “Milwaukee County EOC Incident Management System” diagram, this section.)
- (1) There are FOUR EOC Sections: Operations; Plans; Logistics and Finance and Administration.

- (2) Each of these sections will have branches or units that will generally be functionally oriented. The size and functions within this organization will be dictated by the magnitude and nature of the emergency.
- e. EOC Operations Section. (See “Milwaukee County EOC Incident Management System” diagram, this section.)
  - (1) The EOC Operations Section is responsible for all tactical command and coordination of incident response assets.
  - (2) The Operations Chief position is staffed by the agency having the most operational ownership of the event.

**N. FACILITIES.**

1. Incident Command Post.
  - When appropriate, an incident command post(s) will be established in the vicinity of the incident site(s). The incident commander will be responsible for directing the emergency response and managing the resources at the incident scene.
2. Emergency Operations Center.
  - a. The primary EOC is in Classrooms 1 & 2 of the Milwaukee County Sheriff’s Office Training Academy Franklin, WI. The MCSO Division of Emergency Management is responsible for the readiness and support of the EOC.
  - b. The alternate EOC would be established at the Franklin Police Department, 9229 West Loomis Road, Franklin, WI 53132.
  - c. The secondary EOC would be established at the City of Oak Creek Municipal Court, 301 West Ryan Road, Oak Creek, WI 53154.
  - d. An additional EOC would be established at the Milwaukee County Sheriff’s Office Safety Building, 821 West State Street, Milwaukee, WI 53233.
3. Department Operating Locations.
  - Each County Department will be directed by the EOC to establish a primary location and alternate location from which to establish direction and control of its respective activities in an emergency or disaster. This may be from the EOC, or other location, depending upon the circumstances.
4. 911 Communications. (See ESF # 2, Communications.)
  - a. Fire and Police responders involved in disaster operations will maintain operations through their Fire /

Police Communications Centers.

- b. Any department operating from another location other than the EOC will maintain contact with the EOC through direct redundant communications, such as telephone, radio and fax.
- c. All departments are responsible to insure that communication systems are in place between EOC representatives and their departments.
- d. Each department will bring to the EOC their own portable radio, charger, spare batteries, headsets, laptops and cellular phones. Land phones will be provided at the EOC.
- e. Communications to the general public will be through the media, coordinated by the on-scene Public Information Officers (PIOs). The Emergency Alert System (EAS) is accessed through the EOC.
- f. During large-scale emergencies, communication personnel coordinate countywide communications capabilities.
- g. The EOC Communications and Warning Officer activates the EOC Communications Center and provides staff for all shifts to coordinate response activities and to provide communication and repair capabilities to county agencies.
- h. There is a cooperative agreement between the MCSO Division of Emergency Management and the Amateur Radio Emergency Services (A.R.E.S.) group to utilize the privately owned services and equipment of county amateur radio operators during severe weather or other disaster or emergency situations throughout the county.

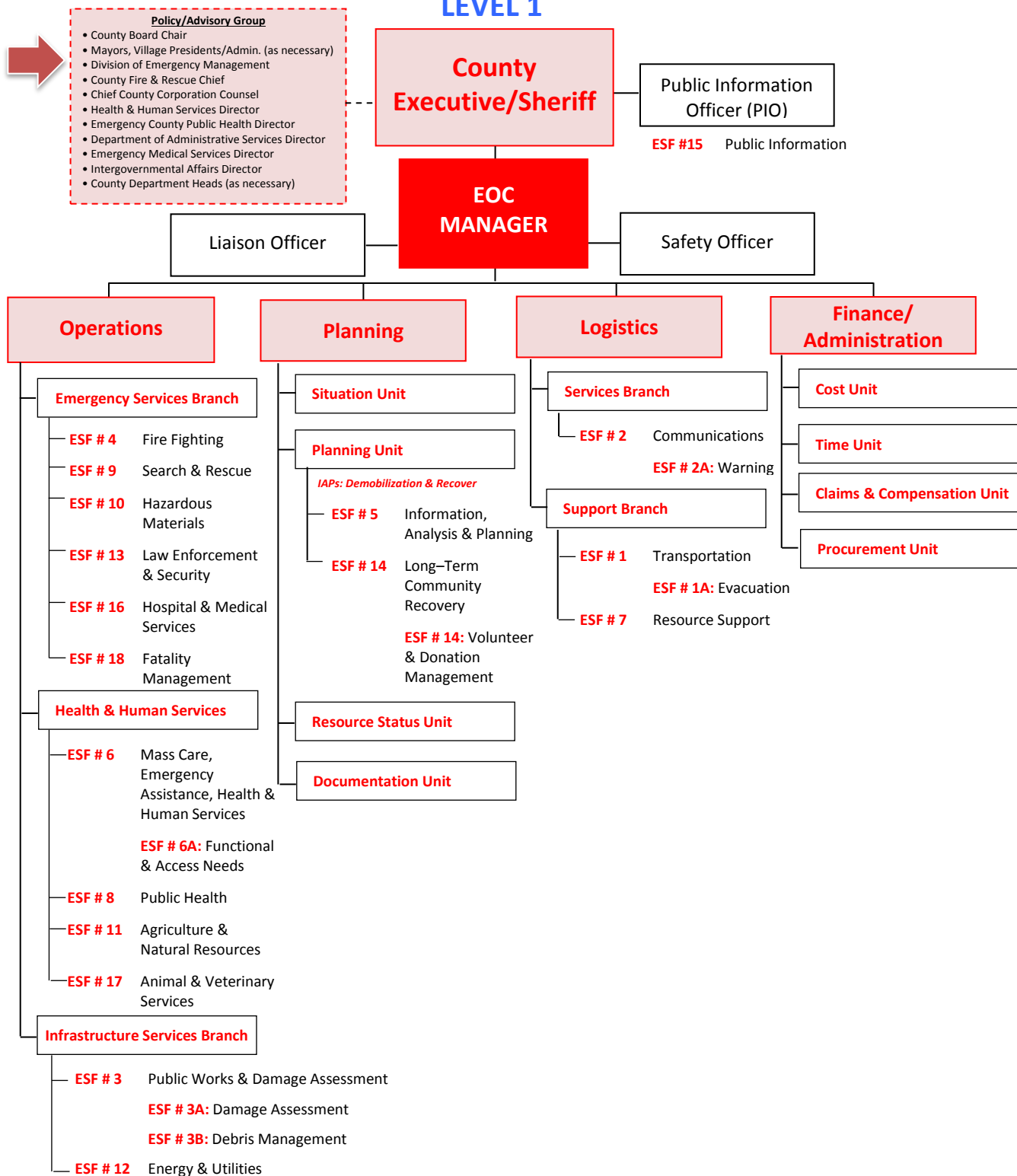
**O. STATE OF WISCONSIN RESPONSE.**

- 1. State of Wisconsin.
  - a. Provides support services and guidance to the County and local agencies, coordinated by Wisconsin Emergency Management (WEM) or other State agencies.
  - b. Generally has a secondary response role to provide support to the County when local resources are exhausted or when it lacks specialized capability.
  - c. The state has specific responsibilities for monitoring environmental, health, highway traffic matters, etc.
  - d. The State Division of Emergency Management maintains a 24-hour telephone number, 1-800-943-0003, as the State's single-point-of-contact for major emergencies and is the entry point to the State alert monitor system.

MILWAUKEE COUNTY

Emergency Operations Center (EOC) Incident Management System

LEVEL 1





**P. FEDERAL GOVERNMENT RESPONSE.**

1. Federal Government:

- a. Provides emergency response on federally owned or controlled property, such as military installations and federal prisons.
- b. Provides federal assistance as directed by the President of the United States under the coordination of the Federal Emergency Management Agency (FEMA) and in accordance with federal emergency plans.
- c. Identifies and coordinates provision of assistance under other federal statutory authorities.
- d. Provides assistance to State and local governments for response to and recovery from a commercial radiological incident consistent with guidelines as established in the current Federal Radiological Emergency Response Plan and the Federal Response Plan.
- e. Manages and resolves all issues pertaining to a mass influx of illegal aliens.
- f. Provides repatriation assistance to U.S. citizens (including noncombatants of the U.S. Department of Defense) evacuated from overseas areas. The U.S. Department of Health and Human Services (DHHS), in coordination with other designated federal departments and agencies, is responsible for providing such assistance.

**Q. REFERENCES (SUPPORTING OPERATIONS PLANS AND DOCUMENTS).**

- |   |                                       |
|---|---------------------------------------|
| 1. County Emergency Operations Plan     | MCSO Division of Emergency Management |
| 2. Standard Operating Procedures        | MCSO Division of Emergency Management |
| 3. County Hazard Analysis               | MCSO Division of Emergency Management |
| 4. County Hazard Mitigation Plan        | MCSO Division of Emergency Management |
| 5. County Wide Hazardous Materials Plan | MCSO Division of Emergency Management |
| 6. County Wide Terrorism Response Plan  | MCSO Division of Emergency Management |
| 7. State Emergency Operations Plan      | Wisconsin Emergency Management        |
| 8. National Response Plan               | Federal Emergency Management Agency   |

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Comprehensive Emergency Management Plan CEMP

Basic Plan

**IV. RESPONSIBILITIES**

**IV. RESPONSIBILITIES.**

**A. GENERAL EMERGENCY MANAGEMENT RESPONSIBILITIES.**

1. The following common responsibilities are assigned to each department listed in this plan.
  - a. Upon receipt of an alert or warning, initiate notification actions to alert employees on assigned response duties.
  - b. As appropriate:
    - (1) Suspend or curtail normal business activities.
    - (2) Recall essential off-duty employees.
    - (3) Send non-critical employees home.
    - (4) Secure and evacuate departmental facilities.
  - c. As requested, augment the EOC's effort to warn the public through use of vehicles equipped with public address systems, employees going from door to door, etc.
  - d. Keep the EOC informed of field activities, and maintain a communications link to the EOC.
  - e. Activate a control center to support and facilitate department response activities, maintain events log, and report information to the EOC.
  - f. Report damages and status of critical facilities to the EOC.
  - g. If appropriate or requested, send a representative to the EOC.
    - (1) During response and recovery phases of an incident, Department Directors and County or Municipal employees may be assigned by EOC Management to serve in an Emergency Operations Center function not otherwise assigned during normal everyday operation.
    - (2) Ensure staff members tasked to work in the EOC has the authority to commit resources and set policies.
  - h. Coordinate with the EOC to establish protocols for interfacing with state, federal responders.
  - i. Coordinate with the EOC Public Information Officer before releasing information to the media.
  - j. Submit reports to the EOC detailing departmental emergency expenditures and obligations.
2. Additionally, Department Directors will:
  - a. Be responsible for the call back of all personnel they intend to use in both their routine and assigned functions and directing such personnel where to report and their respective assignment.

- b. Be responsible for the safety of records, files and equipment assigned to their respective department/divisions.
- c. Ensure that records are maintained upon the announcement of a “Warning” or following a major disaster. These records are normally comprised of time sheets, supplies and equipment, and include expenses over and above normal operating expenses that are directly related to an incident or when the “Watch” is announced.
- d. Ensure that activity logs are initiated as a matter of record upon announcement of a “Warning” or following a major disaster.
- e. Coordinate, where appropriate, with Public Works, Buildings and Facilities, to ensure that each of their buildings are secure before a disaster strikes.
- f. Assign a safety coordinator for each division or section of their respective department.

**B. GENERAL PREPAREDNESS RESPONSIBILITIES.**

1. Many County and Municipal Departments may have emergency–related functions in addition to their normal daily functions. Each Department Director is responsible for the development and maintenance of their respective Emergency Management Plan and Procedures for each Division and Section, and performing such functions as may be required to effectively cope with and recover from any disaster affecting their respective areas of responsibility. Specifically, the following common responsibilities are assigned to each department listed in this plan.
  - a. Create an emergency plan for their department.
  - b. Create and maintain a department “Calling Tree” for notification.
  - c. Provide the MCSO Division of Emergency Management with updated copies of their “Calling Tree.”
  - d. Establish department and individual responsibilities (as indicated in this plan); identify emergency tasks.
  - e. Work with other County and Municipal departments to enhance cooperation and coordination, and eliminate redundancy. Departments having shared responsibilities should work to complement each other.
  - f. Establish education and training programs so that each division, section, and employee will know exactly where, when and how to respond.
  - g. Develop site specific plans for department facilities as necessary.
  - h. Ensure that employee job descriptions reflect their emergency duties.
  - i. Train staff to perform emergency duties/tasks as outlined in the CEMP or individual department plans.
  - j. Identify, categorize and inventory all available department resources.
  - k. Develop procedures for mobilizing and employing additional resources.
  - l. Ensure communication capabilities with the EOC.
  - m. Fill positions in the emergency organization as requested by the County Executive, the EOC Coordinator or the Division of Emergency Management, acting in accordance with this plan.
  - n. Prepare to provide internal logistical support to department operations during the initial emergency response phase.

**C. GENERAL RESPONSE RESPONSIBILITIES.**

1. Most departments within local government have emergency functions, in addition to their normal duties. Each department is responsible for developing and maintaining its own emergency management

procedures. Specific responsibilities are outlined below under "Task Assignments", as well as in individual annexes. Responsibilities for certain organizations that are not part of local government are also presented. A chart showing the normal organization of the Milwaukee County government is available.

**D. SPECIFIC RESPONSIBILITIES BY DEPARTMENT.**

Note: This Section provides a general summary of emergency responsibilities. See Annex III, ESFs, for specific details and tasks.

1. Director of the Division of Emergency Management (Sheriff).
  - a. Directs and manages the overall emergency situation.
  - b. Advises and consults with the Policy & Advisory Groups.
2. Administrator of Division of Emergency Management Bureau.
  - a. Special Staff Officer to the Sheriff
  - b. Coordinates all phases of emergency management in the EOC.
  - c. Integrates emergency management planning.
3. Emergency Operations Center Manager, Coordinator of.
  - a. Resource management
  - b. Support Service management.
  - c. Communications and warning.
  - d. Staff Training
  - e. Documentation of time, personnel, resources, and actions.
4. Law Enforcement.
  - a. Maintenance of law and order.
  - b. Traffic control (including aerial monitoring).
  - c. Control of restricted areas.
  - d. Protection of vital installations and critical infrastructure facilities.
  - e. Warning support.
  - f. Damage assessment support.
  - g. Liaison and coordination with other law enforcement agencies.
  - h. Evacuation of prisoners and general public.
  - i. Search and rescue support.
  - j. Policy, coordination, and operations groups.
5. Fire & Safety.
  - a. Coordination of fire resources throughout the County.
  - b. Containment and suppression of fire.
  - c. Containment and suppression of hazardous materials.
  - d. Search and rescue of victims.

- e. Decontamination support.
  - f. Medical services support.
  - g. Evacuation support.
  - h. Radiological operations support.
  - i. Damage assessment support.
6. Public Works.
- a. Coordination of engineering and transportation operations.
  - b. Utilization and maintenance of all county vehicles during a disaster.
  - c. Maintaining a resource list of municipal and private sector transportation modes to meet the emergency needs of Milwaukee County.
  - d. Planning design, construction, reconstruction, demolition, debris removal, and emergency repairs for restoration of vital services.
  - e. Maintaining accurate records of costs of personnel, equipment, and materials utilized for emergency response.
  - f. Damage assessment of county owned facilities.
  - g. Support services to law enforcement and fire service.
7. Emergency Medical Services (EMS).
- a. Provide emergency medical care in field and conventional settings.
  - b. Provide preventive and remedial measures to neutralize the effects of radiological, biological, and chemical agents during technological or natural disasters.
  - c. Maintain an inventory of personnel and resources of all medical disciplines in the County (including Emergency Veterinary Services).
  - d. Coordinate and implement training programs.
  - e. Support EMS development.
  - f. Support EMS communications development.
  - g. Rapid Assessment & Documentation.
8. Emergency Public Health and Environmental Services.
- a. Provide preventative health services, such as communicable disease monitoring and reporting.
  - b. Monitor and evaluate shelter sites – personnel, food handling, preparation, storage, etc., – in cooperation with the American Red Cross.
  - c. Ensure adequate sanitary facilities, air quality, potable water, etc., in shelter sites and public buildings.
  - d. Monitor and evaluate environmental health risks.
  - e. Provide epidemiology and laboratory services.
  - f. Maintain inventory of resources of all public health disciplines in the county.
  - g. Procure and distribute state and federal supplies.
  - h. Provide ancillary public health services to medical personnel as required.
  - i. Keep accurate records of personnel, equipment, resources, and actions.
  - j. Provide training and education to public health personnel and the public.
  - k. Determine health safety for re-entry of evacuees.
  - l. Follow Rapid Assessment and documentation procedures

**Comprehensive Emergency Management Plan CEMP**

**Basic Plan**

**V. FINANCIAL MANAGEMENT**

**V. FINANCIAL MANAGEMENT.**

**A. GENERAL.**

1. During and after emergency/disaster events normal fiscal and administrative functions and regulations may need to be temporarily modified or suspended in order to support emergency operations in a timely manner. Additionally, if certain emergency costs can be documented, certain reimbursements from state and federal sources may be possible.

**B. POLICIES.**

1. All departments will make every effort possible to assure the safety of cash, checks, accounts receivable, and assist in the protection of other valuable documents/ records.
2. Departments will designate personnel to be responsible for documentation of disaster operations and expenditures. Emergency expenditures will be incurred in accordance with existing County emergency purchasing procedures.
3. During the emergency operations, non-essential administrative activities may be suspended, and personnel not assigned to essential duties may be assigned to other departments to provide emergency support.
4. Each department will keep an updated inventory of its personnel, facilities, and equipment resources as part of their emergency plans and procedures.

**C. ADMINISTRATION.**

1. During an emergency or disaster, administrative procedures may have to be suspended, relaxed, or made optional in the interest of protecting life or property. Departments are authorized to take necessary and prudent actions in response to disaster emergency incidents. Emergency services officers have independent authority to react to emergency situations.
2. Normal procedures which do not interfere with timely accomplishment of emergency tasks, will continue to be used. Those emergency administrative procedures which depart from "business-as-usual" will be described in detail in department emergency and disaster policies, procedures, and instructions or in their incident action plan during an EOC activation.

3. Departments are responsible for keeping records of the name, arrival time, duration of utilization, departure time and other information relative to the service of emergency workers, as well as documentation of the injuries, lost or damaged equipment, and any extraordinary costs.
4. Preservation of Records.
  - a. In order to continue normal government operations following an emergency situation disaster, vital records must be protected. These include legal documents as well as property and tax records. The principal causes of damage to records are fire and water; therefore, essential records shall be protected accordingly. Each agency responsible for preparation of annexes to this plan will include protection of vital records in its SOPs.
  - b. If records are damaged during an emergency situation, Milwaukee County will seek professional assistance to preserve and restore them.
5. Post-Incident and Exercise Review.
  - The County Executive and MCSO Division of Emergency Management are responsible for organizing and conducting a critique following the conclusion of a significant emergency event/incident or exercise. The critique will entail both written and verbal input from all appropriate participants. Where deficiencies are identified, an individual, department, or agency will be assigned responsibility for correcting the deficiency and due date shall be established for that action.

**D. FISCAL.**

1. Purchasing Division personnel shall facilitate the acquisition of all supplies, equipment, and services necessary to support the emergency response actions of County departments.
2. When circumstances dictate, emergency response field personnel may be given purchasing authority after coordination with the Fiscal Director. A record of all purchases shall be reported to the Department of Administration Procurement Division in accordance with County purchasing policies. A complete and accurate record of all purchases, a complete record of all properties commandeered to save lives and property, and an inventory of all supplies and equipment purchased in support of the emergency response shall be maintained.
3. Though certain formal procedures may be waived, this in no way lessens the requirement for sound financial management and accountability. Departments will identify personnel to be responsible for documentation of disaster costs and utilize existing administrative methods to keep accurate records separating disaster operational expenditures from day-to-day expenditures. Documentation will include: logs, formal records and file copies of all expenditures, receipts, personnel time sheets. Department Directors will be held responsible for deviations from the emergency purchasing procedures.
4. A separate Emergency Operations Center (EOC) "Finance Section" may be formed to handle the monetary and financial functions during large emergencies, disasters. See the County EOC Manual for details.



5. The County may qualify for reimbursement of certain emergency costs from state, federal disaster recovery programs. The County may also collect damages from its insurance carriers. Successful documentation of expenditures will maximize the reimbursements and assistance that the County and its citizens will receive. All County departments and agencies are expected to include requirements for emergency fiscal record keeping in their emergency plans and procedures.

**E. LOGISTICS.**

1. Departments responding to emergencies and disasters will first use their available resources. When this plan is implemented, the EOC becomes the focal point for procurement, distribution and replacement of personnel, equipment and supplies. Scarce resources will be allocated according to established priorities and objectives of the Incident Commander(s).
2. Logistics will be needed to support the field operations, the Emergency Operations Center (EOC) operations, and disaster victims.
3. All departments are expected to maintain an inventory of all non-consumable items, to include their disposition after the conclusion of the emergency proclamation. Items that are not accounted for, or that are placed in County inventory as an asset will not be eligible for reimbursement.

**F. AUTHORITIES.**

1. Emergency Purchasing Guidelines, Rules.
  - a. Milwaukee County Ordinance 32.28 (Emergency Purchases) states that, "When immediate action is required to preserve property or protect life, health or welfare of persons, any department head is authorized to procure equipment, supplies and services directly in the open market. The procurement division shall be consulted and/or notified. Such action shall be reported, in writing, within forty-eight (48) hours after initial emergency action, in the county board, county executive and department of administration. Purchases and payments shall not be restricted by normal budget limitations. Appropriations transfers, if required, shall be initiated in accordance with fiscal procedures."
  - b. Emergency operations not discussed in this ordinance will be conducted understanding Milwaukee County ordinances and all applicable state and federal laws.

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**Comprehensive Emergency Management Plan CEMP**

**Basic Plan**

**VI. ATTACHMENTS**

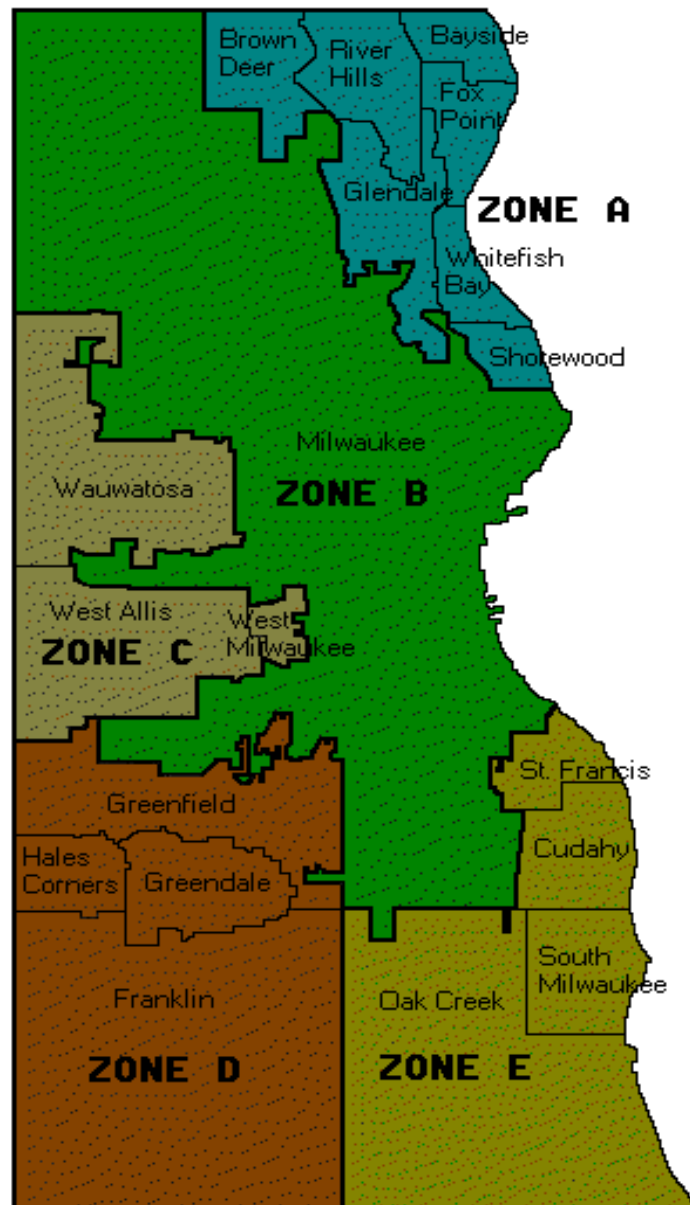
**VI. ATTACHMENTS.**

- A. EMERGENCY MANAGEMENT ZONE OPERATIONS.**
- B. MAP OF MILWAUKEE COUNTY.**

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**B. EMERGENCY MANAGEMENT ZONE OPERATIONS.**

Milwaukee County is divided into five (5) operational zones as shown in the map below. Zone A: Bayside, Brown Deer, Fox Point, Glendale, River Hills, Shorewood and Whitefish Bay; Zone B: City of Milwaukee; Zone C: Wauwatosa, West Allis and West Milwaukee; Zone D: Franklin, Greendale, Greenfield and Hales Corners; and Zone E: Cudahy, Oak Creek, St. Francis and South Milwaukee. An Emergency Management Municipal Services Coordinator is assigned to each zone.



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C. MAP OF MILWAUKEE COUNTY.



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